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CENTRAL BUSINESS DISTRICT PLAN

FAYETTEVILLE, NORTH CAROLINA



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CENTRAL BUSINESS DISTRICT PLAN

FAYETTEVILLE, NORTH CAROLINA

technical study No. 5

Department of Planning
City of Fayetteville
December, 1963

The preparation of this report was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

PREFACE

For the past two summers, I have had the pleasure of working for the Fayetteville Department of Planning as project director of the Central Business District Study. The purpose of this study is twofold: 1) to analyze the existing situation in downtown Fayetteville and 2) to recommend a plan to guide its future change and development. Fortunately, mine was not the only interest in the problems and prospects of this important section of the city. Many citizens of Fayetteville, acknowledged elsewhere in this report, gave willingly of their valuable time and their special knowledge. Their contributions have helped me immensely, both in the analysis of the present and in the plan for the future. Special mention should be made of John W. Horn of Raleigh, who, as traffic and transportation consultant to the Planning Department for this study, worked closely with me this summer on one of downtown's most pressing problems, circulation and parking.

The Central Business District is the focal point of the community. Its role in the local economy is significant, being not only the largest and most highly specialized "shopping center" in the urban area but the largest center of civilian employment as well. It has not only a great potential for increased economic growth and development but also a potential for becoming an extremely attractive and pleasant place in which to be. However, this potential will not be realized without conscious and cooperative effort on the part of both public officials and private citizens.

We do not maintain that the plan presented herein is the only feasible solution to the problem facing the Central Business District. We do feel, however, that it offers a good solution, one that is practical and consistent with the unique character of downtown Fayetteville.

RALPH W. MINER, JR.
Chapel Hill, N. C.
September 20, 1963

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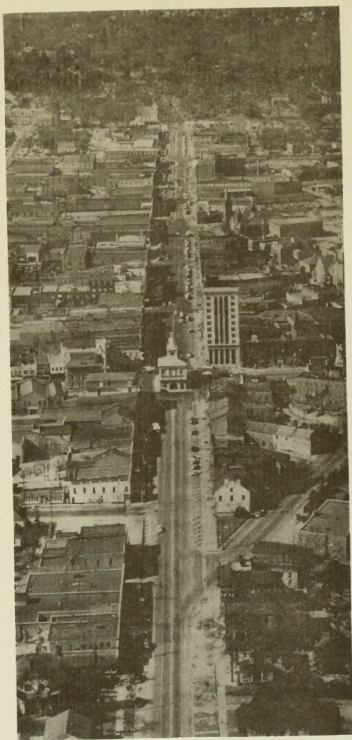
Cape Fear Valley Coaches, Inc.

FOR PERMISSION TO REPRODUCE THEIR PLAN FOR MARKET SQUARE:

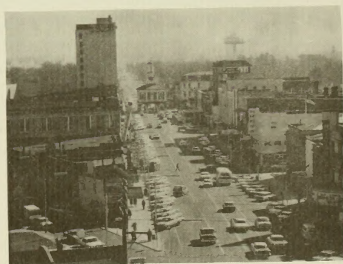
Fayetteville Junior Chamber of Commerce

FOR PERMISSION TO REPRODUCE ESTIMATES OF EFFECTIVE BUYING INCOME AND RETAIL SALES:

Sales Management, Survey of Buying Power



PART ONE
INTRODUCTION



INTRODUCTION

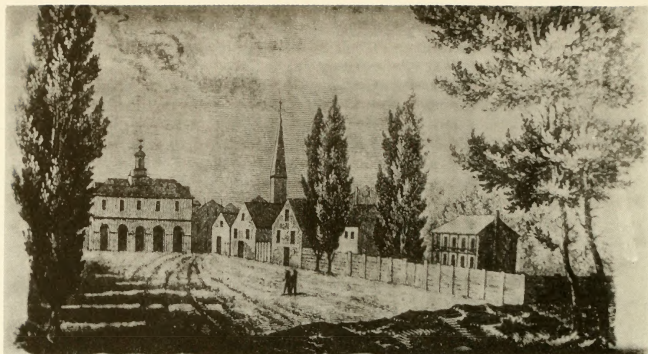
Historical Development

In 1765, Robert Cochran, hoping to intercept some of the trade coming from the west, located his mill on Cross Creek about a mile from the established settlement at Campbellton. Trade flourished, and soon most of the other merchants had moved to the "upper town" as the site was then called. It was the major locus of business activity when, in 1783, Campbellton and the "upper town" of Cross Creek were chartered as Fayetteville. For almost two centuries the business life of Fayetteville has been centered at this location.

From its earliest days, commerce has been the dominant economic activity in Fayetteville. Being the farthest inland location with access to navigable water, the community had a unique transportation advantage within its region and rapidly developed as a major trade center. This dominant position was further enhanced in the mid-1800's when the town became the focal point for a system of "plank roads." The first and longest of these roads was the Fayetteville and Western, incorporated in 1849 and completed in 1854. For several years it served as a major link in the commercial artery from Bethania (129 miles distant) and Salem in the Piedmont region to the head of navigation at Fayetteville and thence to the port at Wilmington. During the first century of its existence, then, Fayetteville maintained a dominant position in an extensive trade area.

This strong regional position, however, was not destined to continue. Two major events contributed to its decline: one was the Civil War, the other the advent of rail transportation. Sherman's invasion of Fayetteville in 1865 destroyed most of the town's business establishments and left its residents impoverished. About the same time, the railroad became a major mode of transportation, but the early lines by-passed Fayetteville and intercepted in other areas trade that might have returned to Fayetteville after the War. Combined, these two events contributed significantly to the decline of Fayetteville's position as one of the dominant trade centers in the state and region.

In the late 1880's, local commercial activity began to get back on its feet when the Atlantic Coast Line provided the city with rail service. And in 1918,



Downtown Fayetteville, 1814. (Sketched by M. Horace Say)

the acquisition by the Federal government of the Camp Bragg Military Reservation (later called Fort Bragg), with nearby Fayetteville as the sole outlet for goods and services, firmly re-established the city as a commercial center. The Fort Bragg retail market continues to be one of the major factors in the economy of Fayetteville today.

The early community was more than just a commercial center; it was the locus of considerable political activity and influence as well. The roving General Assembly of North Carolina convened in Fayetteville in 1789, 1790 and 1793. It was here, in the old "State House" on the site of the present Market House, that the Assembly ratified the Constitution of the United States and granted the charter establishing the University of North Carolina. Fayetteville was one of the strong contenders in the competition between North Carolina cities to be selected as the permanent state capital; at one point, so the story goes, a single additional vote in the Assembly would have located the capital here. Historically then, the exchange of ideas as well as the exchange of goods has been a major element in the life of the community.

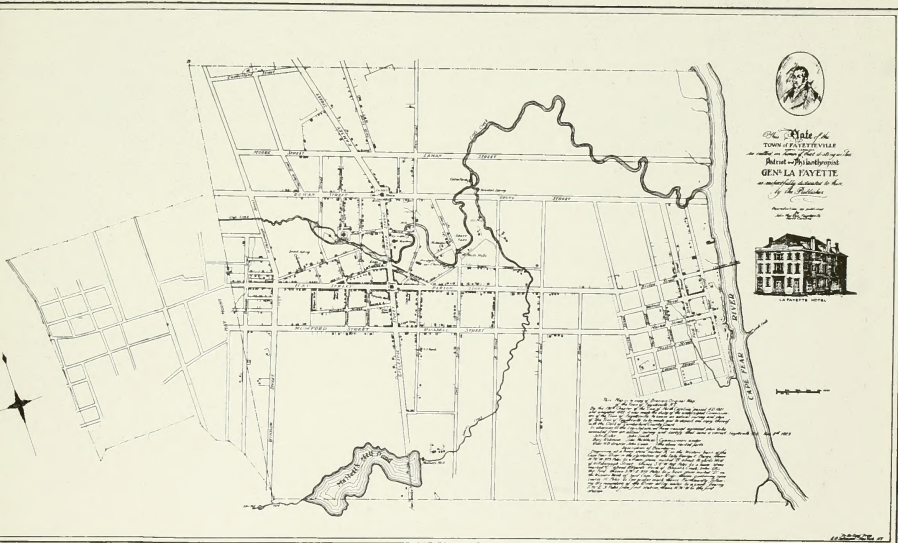
An Early Plan

In 1784, the year after the Act "Altering the Name of Cambleton $\sqrt{\text{sic}}$ to Fayetteville," the General Assembly passed an "Act to Establish the Principal Streets of Fayetteville as Laid Down in a Plan. . ."¹ The plan adopted by this

¹ State and Colonial Records of North Carolina, XXV, p. 695.

Act set the location of six principal streets, each one hundred feet wide, and two major squares. Any private construction within the rights-of-way of the streets and squares was prohibited, and all existing structures within these rights-of-way were to be removed within a given time limit. The Act allowed that "... all former streets, roads and passages in the said town not interfering with the beauty and regularity of the principal streets and squares aforesaid, agreeable to the plan thereof, shall remain in their present situation." If the town officials deemed it necessary for "regularity and convenience," new streets not less than "fifty feet in breadth" could be laid out. This early plan established the basic physical layout for what is now downtown Fayetteville.

Unfortunately the map of this plan has been lost. The earliest map of the town still in existence is "MacRae's Map of Fayetteville," drawn about 1825, which is reputed to be a copy of the original plan. It shows the six "principal streets" (Mumford-Russell, Hay-Person, Rowan-Grove, Moore-Lamon, Winslow-Hillsboro, and Gillespie-Green) and the two major squares (James Square, early site of the county courthouse, and Market Square, site of the original Town Hall and "State House"). Also shown is a third square, St. John's, which originally was the site of a theater and since 1858 has been the site of the Masonic Building, but this square was never a major element in the plan of the town. Bow and Old Streets, two of the "former streets" referred to in the 1784 Act, lead directly to the site of Cochran's Mill.



McRae's Map of Fayetteville, c. 1825.

In addition to streets and squares, MacRae's map also shows the locations of buildings, presumably those in existence about 1825 when the map was drawn. From the design of the original plan, it appears that the intention was to have Green Street, between the two public squares, develop as the major business street. Yet it is apparent from MacRae's map that as early as 1825, Hay Street was becoming the major street in the town. Later, as residential development moved westward to the higher ground of Hay Mount, business activity followed in that direction down Hay Street.

A New Plan

As Fayetteville grew, its residential population moved outward from the center. To meet the demands of the growing population, the size and number of business establishments has increased over the years, with the result that the area which once encompassed most of the old settlement has now become a specialized business district within the larger community. Commonly referred to by city planners as the "Central Business District" (abbreviated to "CBD"), it is an area that has special functions and characteristics, and also special problems, within the broad context of urban growth and development.

The purpose of this report is to analyze Fayetteville's Central Business District and to recommend a plan to guide its future change and development. A sound plan must be based on an understanding of the functions, characteristics, and problems of the CBD. It requires an intensive evaluation of present conditions and an estimate of future requirements within the downtown area. With its analysis and recommendations this report will take the first step toward providing a framework for the future development of downtown Fayetteville. But these are only words on paper; actual change and improvement can be accomplished only by cooperative action on the part of private citizens and public officials.

Central Business District Study Area

As used in this report, the Central Business District study area extends from Rowan Street on the north to Rankin Street on the south and from Cool Spring Street on the east to Bragg Boulevard on the west. The precise boundaries are shown on Plate 1. This is an extensive study area, its boundaries located somewhat beyond what would normally be considered to be Fayetteville's Central Business District today. In addition to leaving ample space for the expansion of the CBD when its requirements are projected to 1970 and 1980, the use of the extensive study area allows consideration to be given to the transition from the CBD proper to adjacent areas occupied by other activities.

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA

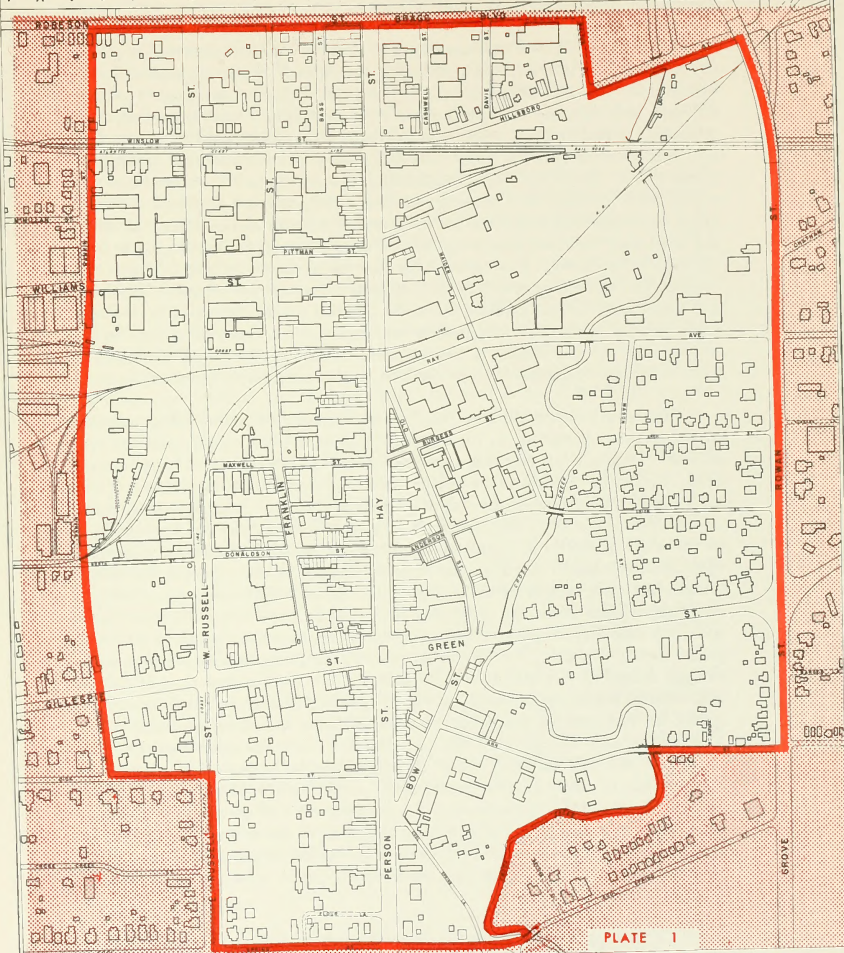


PLATE 1

STUDY AREA

LEGEND

— CENTRAL BUSINESS DISTRICT
STUDY AREA BOUNDARY



DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE, 1983

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

The Nature of the Central Business District

The term "Central Business District" must be interpreted broadly. Being the largest, most intense, and most highly specialized "shopping center" in the urban area, the CBD offers the widest range of choice in goods and services. Its trade area extends far beyond those of the outlying shopping centers, thus attracting outside money to the community. As the major retail area, the CBD is a basic element in the local economy, but it is more than just a shopping center. It is the hub of the transportation and communication networks in the urban area, serving the community as a specialized locus for the transfer of ideas and sentiments as well as for the transfer of goods and services. Usually, the downtown area provides the dominant mental image of a community to both residents and visitors. This is primarily due to the fact that the CBD contains the greatest concentration of business, cultural and governmental activities within the city. Such a dense concentration of activities and facilities represents both large private and public investments and considerable financial returns to the city through its contribution to the tax base. In Fayetteville, the CBD also contains the largest agglomeration of civilian employment within the urban area.

At least four functions of the Central Business District have been alluded to the above. Historically, Fayetteville grew as a trade center, and the distribution of goods has continuously been a dominant function of its downtown area. Due to its concentration of activities, the Central Business District is the most highly specialized of the shopping areas in the city. Small specialty shops can survive in the CBD despite high land values and rents. This can be explained in terms of economies of location: small downtown establishments thrive on a heavy flow of pedestrian traffic and thus find themselves at least partially reliant on services which larger establishments might provide for themselves. While a large department store, for example, may provide its own parking, the small specialty shop may depend upon public parking and, to a degree, public transportation for its clientele. By clustering near the large department stores which, through extensive advertising and large stock, are able to draw a multitude of customers to the downtown area, the small specialty shops can exist through the desire for comparative shopping. Because of their locations, the smaller establishments draw on customers already attracted to the downtown area for other purposes. The CBD contains within its boundaries the largest work force in the city, which in itself creates considerable retail market potential. Thus, the small shops are highly dependent on the concentration of other establishments, both competitive stores and places of employment, in the attraction of potential customers. And, because it can support a large number of specialty shops, downtown can offer a wider range and depth of choice in retail goods than other shopping areas in the city.

Of course, downtown does not have a monopoly on retail trade; indeed, not all trade properly belongs in the CBD. As the residential population moved

outward from the center of the city, convenience trade establishments, primarily food and drug stores, followed closely behind. Recently, with the development of large shopping centers, stores that previously located only downtown began the outward move. With the increasingly widespread use of the automobile, these outlying locations with uncongested highway access and appropriately-placed parking areas became major elements in the local retail economy. Indeed the automobile has brought about significant changes in living habits. Many types of shopping trips previously undertaken by individuals have become family excursions, and here is where the convenience of the shopping center has paid off. Also, as streets have become congested, parking inadequate, and building layouts unfunctional, it has simply become less fun to shop downtown. This is not to suggest that downtown is doomed to fold up as a shopping center. The CBD still offers the greatest specialization in retail goods and sales volumes remain high. And, as improvements in the circulation system and in the appearance and functional utility of stores are brought about, the CBD will retain considerable retail drawing power. The point is, however, that with the changes in life style brought about by the increasingly widespread use of the automobile, downtown cannot be expected to retain its near monopoly on many types of retail outlets. Downtown can maintain and increase its actual sales volumes, but its proportion of sales in relation to the total for the urban area can be expected to decline.

Closely associated with the distribution of goods is a second function of the Central Business District, the provision of services. The term "services" encompasses a broad range of activities: the provision of professional advice, financial services, services to the person or to his personal effects, entertainment services, communications services in the transmission of information, business services, and repair services. As is the case with retail outlets, some service establishments prefer to locate near the residential population, but many others function best in a downtown location. Establishments providing services to other businesses prefer to locate near those businesses. Establishments providing services directly to the consumer prefer locations near the consumer, some being oriented at his place of work. Thus, the recent trend in the service function is similar to that in the retail function: there has been marked decentralization of some services, but others prefer to remain in a downtown location. As employment and retail growth occurs in the CBD, total service receipts also can be expected to increase, but, as was the case with retail sales, the CBD's share of the urban area total will probably decline.

In addition to being a market place for goods and services,² the Central Business District has been referred to as a "market place of ideas."² Downtown

²Wilhelm von Moltke, in Ruth Mace (ed.), Guidelines for Business Leaders and City Officials to a New Central Business District, Chapel Hill, 1961, p. 70.

is the place where the majority of the decisions affecting the community and business within the community are made. Although this is the age of electronic communications, it has been suggested that most of today's major decisions are still made through face-to-face contact. Downtown, with the greatest concentration of activities in the city, remains the locus of the greatest opportunity for such contact. This communication function, or exchange of ideas, within the CBD is not limited to communication in the conduct of business. Historically, Fayetteville was a center of political exchange, and this role continues today with the downtown area being the major location of both city and county governmental activities. Downtown areas also provide the opportunity for social and cultural exchange.

Many firms are now locating their administrative offices at the hubs of communications networks in central areas and apart from their field offices and production sites. With this trend and with the growing awareness of government for its cultural responsibilities, it appears that the role of the CBD as a "market place of ideas" will be enhanced. There is no reason why downtown Fayetteville should not benefit along these lines.

A less tangible, yet significant, function of the Central Business District might be called the symbolic function. Sentiments about the city are evoked in both resident and visitor by some visual element, usually one located in the CBD, and this element becomes a symbol of the city's character and life. Sometimes this image is based on the impression of some general condition, such as the density of building or intensity of activity within the central area (e.g., the skyline or Times Square in New York); sometimes it is the character of a section of the downtown area (e.g., the Vieux Carre in New Orleans). Sometimes, and this is particularly likely in the small city, the visual element which evokes sentiments about the city is a single building. This is the case in Fayetteville where the Market House in the center of downtown serves as the symbol of the city. If, as Fayetteville changes over the years, the Market House is ever replaced as the dominant element evoking in the observer some image of the city, it is highly likely that the new symbol will also be some visual element in the downtown area.

In sum, the Central Business District is a unique and important area within the city. Being the hub of the transportation and communication networks, it is easily accessible from all parts of the urban area. Its density of development allows for the concentration of a variety of activities within a small area, providing wide opportunity for choice between goods and services. Its activities are highly interdependent, and only through this concentration can they adequately reinforce one another. Despite significant changes in its share of the activities within the urban area as a whole, the functions of the Central Business District have remained stable over time.

Central Business District Problems

Fayetteville's Central Business District, like those of many other cities, is not living up to its potential. It will not be able to function with maximum efficiency as a highly specialized area within the city until solutions for its varied problems are found and put into effect. The intensity of these problems varies greatly in Fayetteville: some are inherently more serious than others; some have received considerable attention already, while others have received little. For downtown Fayetteville to fulfill its potential, all will have to be faced squarely sooner or later.

Some authorities claim that, in general, the problems of the CBD began with the automobile. Whether or not it was the original source of trouble, the automobile has created problems for downtown Fayetteville. One such problem is simply traffic congestion on downtown streets, particularly on Hay Street. Even though the original plan for downtown Fayetteville was laid out long before the automobile was even dreamed of, it did include streets wide enough to be adapted to automobile use, particularly the "principal streets." The problem is not that the streets are of inadequate width to carry automobile traffic, but that the main access to downtown is via a single street, Hay Street. The result is that Hay Street is congested while other streets are under-used. Hay Street is currently expected to be both the major business street and the major traffic way, a combination which is detrimental to both the traffic capacity of the street and the business activity along it. At present there is little flexibility in the downtown circulation system; choice of both access and internal circulation routes are limited. The congestion problem is increased by the fact that much of the traffic that is presently in downtown does not have its destination there; through traffic is also routed to this area. The construction of the CBD loop as presented in the Master Thoroughfare Plan will alleviate this aspect of the problem. The plan for the CBD must be based on the assumption that the automobile will continue to be the dominant mode of transportation in Fayetteville.

Another dimension of the circulation problem is parking, the storage of vehicles with destinations in the CBD. The total number of parking spaces available in downtown Fayetteville today is below the average for cities of similar size. In addition, the existing parking is not organized in a clearly defined and appropriately located parking system. Parking is on a catch-as-catch-can basis. No attention has been given to the placement of the various facilities required for the three types of parking needs: short-term (minutes) parking for quick errands, intermediate-term (hours) parking for business and shopping activities, and long-term (all day) parking for downtown employees. The provision of various types of parking must be well planned to best serve the downtown activities.

Another problem that exists in most downtown areas is incoherence in the pattern of land uses and activities. Some uses are oriented to the customer as a pedestrian, others are oriented to the customer riding in his automobile. The requirements of these different uses often conflict so that neither functions properly if the uses are located too close to each other. Downtown Fayetteville has some of this incompatible juxtaposition of uses, but it also has another land use problem: uses that should be near one another for mutual reinforcement (primarily those uses conducive to comparison shopping) are located too far apart to work together. The best illustration is the split retail development on Hay Street. Two major areas for comparison shopping have developed, one around Belk-Hensdale and the Capitol, the other in the Sears, Penny, and Woolworth area. The distance between these clusters is great for the pedestrian and the uses between them are not primarily comparison shopping uses. The result is that the shopper either will go to one cluster and not to the other or will drive rather than walk between the two. This places restrictions on the extent of comparison shopping, dividing rather than uniting the CBD. The compactness that is needed to have these prime shopping areas reinforce each other is lacking in downtown Fayetteville today, with its core area spread out along Hay Street. As the CBD grows, some of this necessary reinforcement can be achieved by readjustment of uses and by the provision of transit links between the present major clusters.

A fourth downtown problem is simply the matter of appearance. Building facades, overhead signs, street furniture, poles and wires are often cluttered and junky. Pavements are cracked, dirty, and littered. There are few places for the pedestrian to relax and enjoy himself. Of course, there are exceptions to this; several downtown stores and office buildings have facades that are clean and neat, signs that are tasteful, window displays that are attractive. But, by and large, there is a lack of visual order in downtown Fayetteville. One of the reasons why many shoppers prefer the new shopping centers is the cleaner and more attractive environment they provide. The Central Business District, with its variety of activities and building styles, has a great, but as yet largely untapped, potential to create a pleasant and attractive environment.

A final problem encountered in many downtown areas is the lack of effective concern. Merchants, professionals, public officials, and property owners must recognize the problems facing the CBD and must be willing to do something about them. Not long ago, Fayetteville lacked this concern. Recently, however, the first steps have been taken to combat this particular problem. Merchants, professionals, and property owners have united in the Downtown Fayetteville Association to study their problems and to take action. The Junior Chamber of Commerce has enlisted professional assistance in the preparation of a proposal for the improvement of Market Square, the focal point of downtown. And city government, through the Department of Planning, has undertaken the preparation of this plan to guide future change and development in the central area. Concern

about the future of downtown has been aroused. It will be effective only if valid solutions proposed by these organizations for other downtown problems are implemented by cooperative private and public action.

Goals for Fayetteville's Central Business District.

A plan for the Central Business District of Fayetteville must be directed toward the realization of several general but basic goals.

1. Accessibility. As the focal point of the city's transportation and communication networks, the CBD must be easily accessible from all parts of the city. This is crucial if the CBD is to maintain its position as a significant contributor to the local economy, both in terms of business opportunity (the purchase of goods and services) and in terms of employment opportunity.

2. Flexibility of internal circulation. The circulation system must provide alternative routes of access and egress and internal routes effectively linking the various sections of the downtown area. Yet the choice between these alternatives should not be random; the circulation pattern should be clearly defined and easily comprehended by the motorist. Both pedestrian and vehicular circulation should be properly related to the land uses and activities they serve.

3. An integrated system of parking. The amount and distribution of parking should be determined by the needs of the users, and thus be related to the land uses and traffic ways it is expected to serve.

4. A functional arrangement of land uses. Land uses and activities should be distributed according to their degree of interdependence on each other and their dependence on pedestrian or vehicular access. Activities that would normally reinforce each other should be allowed to do so.

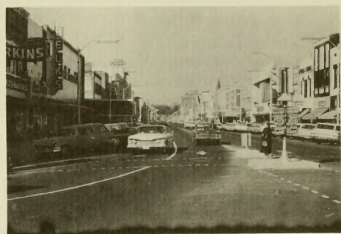
5. Maintenance of investment. Due to the large investments already committed in downtown facilities and their significant contribution to the city's tax base, investment should be maintained and increased in the Central Business District. This is largely dependent on the achievement of other goals which will create an atmosphere conducive to such investment.

6. Range of choice. The wide opportunity for choice should be maintained and increased in the CBD, both in the variety of goods and services offered and in the cultural outlets available.

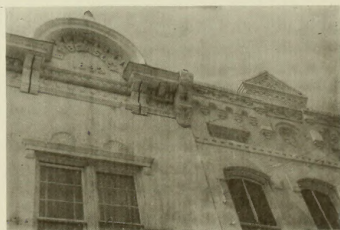
7. Visual order. An attractive and pleasing urban setting is essential in both a psychological and an economic sense. A downtown area exhibiting an

overall visual order and numerous spots of beauty is a tremendous source of civic pride. It is worthy of producing a symbol of the city. Also, in an economic sense, people prefer to work and shop in an attractive setting: good appearance is good business.

8. Character. What is unique about downtown Fayetteville should be emphasized in the plan. A definite sense of place should be created and enhanced. The visitor as well as the resident should know he is in downtown Fayetteville as opposed to downtown anywhere.



PART TWO
A N A L Y S I S



ANALYSIS

With or without a plan, Fayetteville's Central Business District will change over the next ten to twenty years. The purpose of a plan is to provide a sound framework within which this change can occur so that the resulting physical and economic conditions are beneficial not only to businessmen and property-owners in the central area, but also to the entire population of the community. The starting point for the preparation of such a plan is an understanding both of existing conditions within Fayetteville's Central Business District and of perceivable trends which would affect these conditions. This section of the report will summarize the Planning Department's analysis of four distinct but interrelated dimensions of the present and future situation in the CBD: 1) economic factors, 2) downtown uses and activities, 3) circulation, and 4) visual character or appearance.

ECONOMIC FACTORS AFFECTING THE CBD

The economy of Fayetteville's Central Business District is integrally related to the economy of the urban area as a whole. Downtown is the largest and most highly specialized center in the urban area for the exchange of goods and services, and, as such, is presently the major locus of employment opportunity. Then, too, with its concentration of activities and facilities, it contributes heavily to the community's tax base. Thus, the CBD must be viewed not in isolation but as a major segment of the larger community.

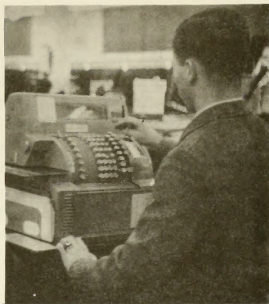


Plate 2 illustrates other areal units which will be considered in the discussion of economic activity in downtown Fayetteville. The influence of the CBD extends far beyond the arbitrary and constantly-changing jurisdiction imposed by the "city limits." The "planning area" is the more extensive area that is expected to be largely urbanized by 1980, the target date both for this plan and the community's general development plan (currently being prepared). Cumberland County is viewed as the "primary trade area" for Fayetteville and its Central Business District.

An extensive trade area encompassing nine counties (Appendix, Plate A-1) has been suggested in an earlier report.¹ However, the extensive trade area has been used only sparingly in this analysis since it is felt that the most significant changes (in population, income, etc.) affecting Fayetteville's CBD would be those occurring in the Cumberland County primary trade area. The effect of such changes in the outlying counties of the extensive trade area would make a smaller impact on downtown Fayetteville than on the internal development of the counties themselves.

Data pertaining directly to the economy of Fayetteville's CBD unfortunately do not exist. The discussion will thus be in terms of various indices of economic activity, indices which can provide a more precise picture when they are related to the data on uses and activities in the following section.

¹Planning Department, The Economy of Fayetteville, N. C., p.6.

Population

One of the most obvious elements to be included in the study of the economy of any area is simply the number of people to be served by that economy. In 1960, Cumberland County had a population of 148,418. Over half of this number (78,006) resided within the planning area, and almost one-third (47,106) lived in the City of Fayetteville.² Using several different methods of projection, the Planning Department has estimated that in 1980, the county population will be between 261,000 and 288,000, with about 60% residing within the planning area and 40% within the city.³ As the population of the area increases, so will the demands for the provision of goods, services, and employment opportunities.

Effective Buying Income

Population increase presents only part of the picture. The effective buying income (EBI) of this population is also rising steadily. Table A-2 in the Appendix shows the total EBI for Cumberland County rising from \$17 million in 1940 to \$236 million in 1962.⁴ These figures do not account for the effect of inflation on the value of the dollar. Adjusting for inflation (1940 = 100), the increase is still substantial, from \$17 million in 1940 to \$101 million in 1960. Projecting these figures by the least squares method, total county EBI is likely to reach \$140 million by 1970 and \$182 million by 1980 (in terms of constant 1940 dollars).

Perhaps a more valid way of looking at these figures is in terms of effective buying income per capita in the Cumberland County primary trade area. In 1940, the EBI/capita was \$296.⁵ By 1960, this had increased to \$665 per capita (in terms of 1940 dollars). Projection of the trend in EBI/capita produces an estimate of \$881 for 1970 and \$1067 for 1980. Thus, in addition to the expected increase in the number of persons in Cumberland County, there will also be a substantial increase in the amount of money each person will have to spend. The Central Business District, being the largest and most specialized center in the community for the distribution and exchange of goods and services, should be able to grow and thrive on this enlarged pool of disposable income.

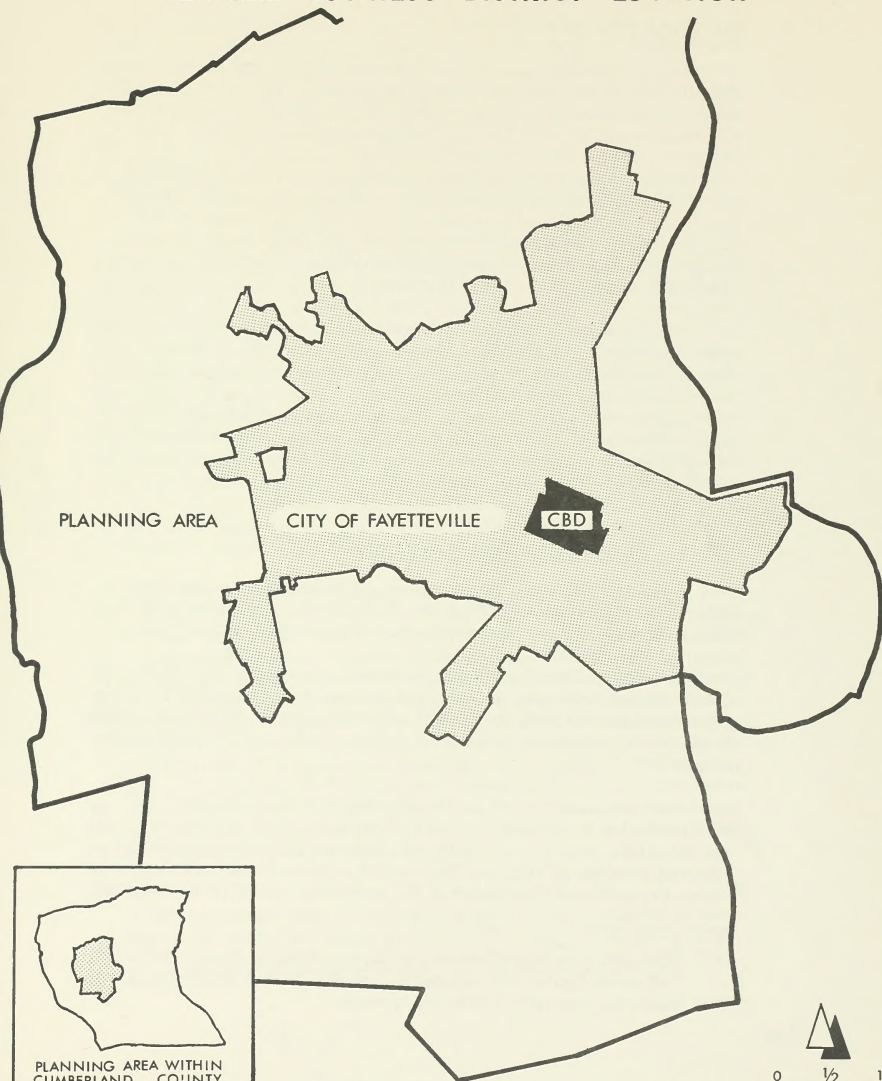
²For a detailed analysis of Fayetteville's population, see Planning Department, *Population*, technical study No. 2, January, 1963.

³Table A-1 in the Appendix presents a summary of population projections for 1970 and 1980.

⁴Estimates from Sales Management, Survey of Buying Power, 1941-1963.

⁵Determined by the Planning Department from Sales Management's estimate of total county EBI in 1940 and from 1940 population figures.

CENTRAL BUSINESS DISTRICT LOCATION



Retail Sales Volumes

Fayetteville developed originally as a trade center, and commercial activity has remained the dominant sector of its economy. The large agglomeration of military personnel at Fort Bragg enhances this trade function, for Fayetteville is the nearest and largest center providing goods and services.

Retail sales in Cumberland County increased from an estimated \$11 million in 1940 to \$143 million in 1962 (see Table A-3 in the Appendix).⁶ Adjusting these figures for the effects of inflation (1940 = 100), the increase is still impressive, from \$11 million in 1940 to \$63 million in 1960. Projection of these figures by the least squares method yields an estimate of \$89 million in retail sales in the county by 1970 and \$115 million by 1980.

From the existing data it is not possible to determine precisely how much of the retail sales in Cumberland County actually occurred in Fayetteville's Central Business District. It may be assumed, however, that the CBD accounted for a large share of the total. Until recently, downtown was the only major "shopping center" in the urban area. The development of community shopping centers in Fayetteville will cut into the CBD's proportion of the total retail sales volume in the future, but this does not mean that the actual sales volumes in the downtown area will necessarily decline.

Indices of Commercial Potential: A Summary

Four factors that may affect the commercial activity in downtown Fayetteville have been mentioned. What are the implications of the trends in these indices for the future economic development of the Central Business District?

To summarize briefly, the changes in these indices for the Cumberland County primary trade area over the last decade: from 1950 to 1960, 1) the population increased 55%, 2) the total effective buying income increased 109% 3) effective buying income per capita increased 16%, and 4) retail sales increased 74%.⁷

Today, the economy of the Fayetteville area is unbalanced. The city traditionally has been heavily-oriented toward commercial activity. Steps are now being taken toward a more balanced economy through the promotion of an industrial development program. This certainly will not hinder, and should enhance, the continued development of the commercial section of the economy.

⁶Estimates from Sales Management, Survey of Buying Power, 1941-1963.

⁷All dollar figures were adjusted for inflation. (1940 = 100) in determining these increases. See Table A-4 in the Appendix.

The projections of effective buying income above were based on the existing situation of moderate industrial development in the area. More and better paying industrial jobs will tend to increase even more the effective buying income in the trade area. Then, too, the permanence of nearby Fort Bragg as a retail market will keep commercial activity steadily high. The trends noted above, increasing population and increasing effective buying income per capita with the resultant increase of total effective buying income in the Cumberland County primary trade area, all point to a continued rise in commercial activity in the Fayetteville area during the next two decades (and beyond).

How much of the expected increase in commercial activity can the CBD capture and support? The recent development of community shopping centers in the city and the continuing increase in highway-oriented trade and service facilities (e.g., along Bragg Boulevard) represent a significant trend of decentralization for some types of commercial activities. There are at least two dimensions in the dispersing of commercial activities into outlying shopping centers and highway locations. One is the desire to locate nearer to the residential population of the community which itself has shown a significant tendency to decentralize in the last two decades (due largely to the increasingly widespread use of the automobile, which has freed residential locations from a dependency on public transportation). The other dimension is peculiar to Fayetteville and other communities with large military bases located nearby. This is the desire of some merchants to intercept trade which previously went to the established downtown center by locating along the major highway between the major market potential (Fort Bragg) and the downtown area.

The decentralization of commercial activity is one manifestation of complex changes in our way of life.⁸ Residents of urban areas are enjoying more leisure time than ever before, but shopping seems to have lost much of its allure as a leisure time activity. Shopping for many people is becoming a necessary task rather than a largely pleasurable activity. Along with this is the recent tendency for shopping to be more and more a family rather than a predominantly female activity. Convenience is thus becoming an increasingly important factor, perhaps more important than range of choice of goods. The result is that the CBD is losing much of its prestige as a shopping center in spite of the uniqueness of many of its offerings. On the other hand, business is increasing in most auto-oriented shopping centers and highway locations. Because of changes in dominant modes of transportation and changes in life style, the CBD no longer has a monopoly on the commercial activity in the city.

⁸The interested reader is referred to a more thorough analysis of these changes in an article by George Sternlieb, "The Future of Retailing in the Downtown Core," Journal of the American Institute of Planners, May, 1963, pp. 102-112.

This does not mean that the Central Business District is doomed to fold up as a shopping place. Downtown Fayetteville still contains the greatest specialization in goods and services in its trade area. Its drawing power is far greater than that of the competing shopping centers, and it contains within its boundaries each weekday the largest work force in the city. The CBD is the focal point of the urban area's transportation network, and the problems of convenience can largely be solved with an adequate system of internal circulation and parking. Downtown also has the potential of becoming an attractive and interesting place to be, a true focal point of the community.

A somewhat inconclusive answer can now be given to the question raised above: How much of the expected increase in commercial activity can the CBD capture and support? The answer lies in what downtown businessmen and property owners, along with public officials, are willing to do about downtown's pressing problems. If they do nothing, very little of the commercial increase can be expected to go downtown. If they really find and put into effect good solutions to their problems, much new commercial activity will likely locate in the downtown area. In the light of the deep-seated trends noted above, however, downtown merchants will have to adjust to the fact that their near monopoly over retail trade is a thing of the past. Business volumes in downtown Fayetteville can continue to rise, but the CBD's share of the total volume for the trade area can be expected to decline.

Other Economic Factors: Employment

Another index of the economic vitality of an area is the extent of employment opportunity provided within that area. Data on insured and public employment in Cumberland County⁹ indicate that approximately 30% of such employment was located within the Central Business District Study Area in 1960. Caution must be used in interpreting this figure since not all county employment is insured. The figures represent the larger firms engaged primarily in urban (as opposed to agricultural) activities. Employees of many smaller firms, even those in classifications that are insured by the N. C. Employment Security Commission, were not included in the count because of the size of the establishments themselves. The figures do, however, present a fairly accurate picture of the large employers within the county and thus indicate that without a doubt, the Central Business District is presently the largest center of civilian employment in the county.

⁹ Data derived from a research project under the direction of Professor John W. Horn, Department of Civil Engineering, North Carolina State, The University of North Carolina at Raleigh. See Table A-5 in the Appendix for a detailed summary.

Thus the CBD is a major contributor to the local economy in a second way. In addition to attracting much outside money to the community from its broad retail trade area, it also provides employment opportunity for a large segment of the local labor force.

Land Values

A final dimension of the economy of the CBD is the large capital investment committed in the form of downtown facilities. These large investments are reflected in the appraised land values and in the city's tax returns. Downtown property is presently being reappraised, so a full picture of current downtown land values cannot be given at this time. However, front foot values are now available. The highest value occurs in the 100 and 200 blocks of Hay Street with a value of \$2000 per front foot. Away from Hay Street, the values drop off sharply. A map showing front foot values throughout the main sector of downtown can be seen in Table A-2 of the Appendix. All in all, the CBD is a pretty valuable piece of real estate. It contributes heavily to city's tax base, a fact which is especially significant in terms of the unbalanced economy of the Fayetteville urban area. The CBD's contribution is proportionately larger than it would be if Fayetteville also had a large industrial component in its economy. It is therefore vital to maintain current investments and to encourage new ones in the downtown area, while at the same time, seeking to achieve a more balanced urban economy through an industrial development program.

Implications of Economic Trends for the Central Business District Plan

The economic factors considered have been fairly general, not allowing any concrete estimate of the future needs of the Central Business District. However, combined with the analysis of present uses and activities (to be discussed in the following section), they will allow a more specific estimate of future space needs in the downtown area. By themselves, these economic indices suggest a great potential for, and indeed a need for, future development of commercial activities in the Central Business District.

In addition to the general goals considered in Part One of this report, the discussion of these economic trends yields several more specific objectives to be considered in the preparation of a plan for downtown Fayetteville:

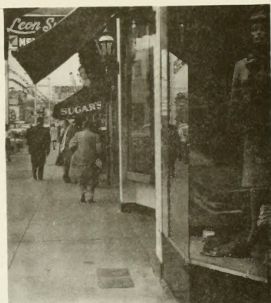
- 1) Those functions which the CBD can perform best should be enhanced. The plan should not eliminate the opportunity for a high degree of specialization in the goods and services offered.

2) Changes in life style should be recognized. Shopping as a leisure time activity seems to have lost some of its previous glamour. An effort should be made in the plan to create a downtown environment that is attractive and interesting to the potential customer. Perhaps more important in the recent changes in habits and desires is the element of convenience. The plan should provide an efficient and easily comprehensible system of access, internal circulation, and parking to make the shopper's trip as convenient as possible.

3) There should be a positive adjustment to the fact that the CBD's share of the total retail activity in the urban area will be reduced. This calls not for a declaration of war against shopping centers but a state of "peaceful coexistence." Both the CBD and the shopping centers should undertake those activities which they can do best. Both can prosper in an expanding urban economy.

DOWNTOWN USES AND ACTIVITIES

Any plan for the future must necessarily begin with what exists in the present. A wide variety of activities takes place in Fayetteville's Central Business District today. A number of questions can be asked about the existing situation. What are the downtown activities? How many are there? Where are they located within the study area? Is the present location pattern wholly desirable for the efficient functioning of the activities? How much space is presently being occupied by the various activities? How much space will be needed to serve future demands? These are the types of questions to be considered in this section. It should be noted at the outset that the distribution of activities within the CBD cannot be viewed in isolation; the activities are integrally related to the circulation system that serves them. (Circulation conditions will be analyzed in the following section.)



Classification of Activities within the CBD

Activities in downtown Fayetteville have been classified according to a system based in part on the nature of the activities themselves and in part on the type of traffic they generate. Some are primarily pedestrian-oriented while others are basically oriented to the person riding in his automobile. Because of the desirability of having a small number of basic categories many activities with similar characteristics have been grouped together into broader categories. While not perfect, the system used does allow a thorough analysis of activities and building uses in the Central Business District.¹⁰ Seven major categories of activities are included.

1. Residential. This category included all "permanent" dwelling units within the study area: houses, duplexes, apartments, and rental rooms. Excluded are any "temporary" residential uses such as hotels, motels, or tourist homes. Due to the unique character of this use within the CBD study area, it will be discussed separately in a later section.

¹⁰This classification system is presented in detail, with illustrations drawn from the CBD study area, in the second section of the Appendix.

II. Dependent Retail Trade. General merchandise stores (department and variety stores) and specialty shops make up this category of activities. Most of the offerings of such stores tend to locate in clusters, the large department store attracting smaller shops to its location. The smaller specialty shops, and to a lesser degree, the department and variety stores, thrive on the desire for comparison shopping at several different stores. In this sense, they are dependent upon each other in their choice of location and in their potential for success. Since the average shopper will not walk too far to shop comparatively, these stores tend to locate in relatively compact clusters.

III. Administrative, Financial, and Advisory Services. In this category are grouped the office-type activities. "Administrative Services" refers to office establishments performing broad management duties in the conduct of business, industry, and welfare. Financial services are monetary services provided by banks, stock brokers, finance companies and the like. The broad range of professional services is included in the advisory services sub-category; specialized professional or business advice is the commodity such firms provide to the public. Many of these activities would illustrate what was above called the communications function of the CBD.

IV. Convenience Trade and Consumer Services. Activities within this category are ones providing those goods and services needed for the daily activities of individual persons and other business establishments. Food and drug stores, providing individuals the necessities of everyday life, are examples of convenience trade establishments. Consumer service activities are engaged in by those establishments providing immediate or contract services to individuals or to other businesses. Four types of consumer service activities are considered: personal services (those to the person and to his personal effects), amusement services (those providing entertainment as a commercial activity), communication services (those engaged in the transmission of information), and office services (those directly related to the conduct of other businesses). The locational requirements of these service establishments vary considerably: some prefer to be located near the consumer's place of residence, others near his place of work, and others are fairly independent in choice of location. Many are needed in the Central Business District if the area is to fulfill its function.

V. Independent Retail Trade and Repair Services. This category would include establishments engaged in the sale and/or repair of items of greater bulk (and often higher price) than those in the dependent retail category. Such firms have a primarily vehicular-orientation; if the customer desires to comparison shop for the items they offer, he would drive all over town to do it because of the large investment involved in the higher cost of the items. Their locational requirements are therefore independent; they do not require the compact pedestrian-scale cluster of the dependent retail outlets. Many such establishments prefer

to locate in a central area since the CBD is the focal point of the community's transportation system, but they do not require locations in the pedestrian-oriented core. Many, of course, prefer outlying highway-oriented locations.

VI. Wholesale, Transportation, and Industry. While these three types of activities are usually considered separately in planning studies, they are grouped together in this analysis of CBD activities because they do not require CBD locations. Their locational preferences depend upon highway and rail access; most of the few such activities presently located within the study area are in the block bordered by Williams, Russell and Worth Streets, an area with ready rail access.

VII. Public and Institutional. Governmental, religious, educational, cultural and other institutional activities are included in this category. Most such uses in downtown Fayetteville today are governmental or religious. While these activities may not necessarily need a CBD location, they do need to be easily accessible, and their presence in downtown adds a flavor of variety and visual interest.

VIII. Vacant. The final category used in the analysis indicates building space not in use at the time of the survey.

Existing Activities in Downtown Fayetteville.

In 1962, almost three million square feet of floor area were devoted to these activities (excluding residential) within the Central Business District study area. The total floor area and number of establishments engaged in each type of activity are summarized in Table 1.¹¹

The distribution of these activities on the ground floor level is shown in Plate 3. Dependent retail trade activities, those which thrive on comparison shopping, are located in two major clusters along Hay Street. One is the area around Belk-Hensdale and the Capitol, the other the cluster near Sears, Penny, and Woolworth. There is a break between these main clusters, an area of more than a block in length where the predominant activities are not those conducive to comparison shopping. In addition, the distance between the major dependent retail clusters is greater than most pedestrian shoppers are willing to walk. The result is that shoppers will go to one cluster and not to the other or they will drive their cars between the two, thus adding to the circulation problem. The

¹¹A more detailed summary of activities, distributed by the floor levels on which they occur, is presented in Table A-6 in the Appendix.

TABLE I
TOTAL NUMBER OF ESTABLISHMENTS AND TOTAL
FLOOR AREA BY ACTIVITY CLASSIFICATION, CBD, 1962

Activity Classification ^a		No. of Establishments	Floor Area (all floors)	Per Cent of Total Floor Area
II.	Dependent Retail Trade	86	510,000 sq.ft.	17%
III.	Administrative, Financial and Advisory Services	221	360,000	12
IV.	Convenience Trade and Consumer Services	171	560,000	19
V.	Independent Retail Trade and Repair Services	112	760,000	26
VI.	Wholesale, Transportation, and Industry	40	280,000	9
VII.	Public and Institutional	37	290,000	10
VIII.	Vacant	---	200,000	7
TOTAL		667	2,960,000 sq.ft.	100%
TOTAL IN USE (Excluding VIII)		667	2,760,000 sq.ft.	93%

^aThis summary does not include residential uses.

Source: Planning Department survey: July, 1962.

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA

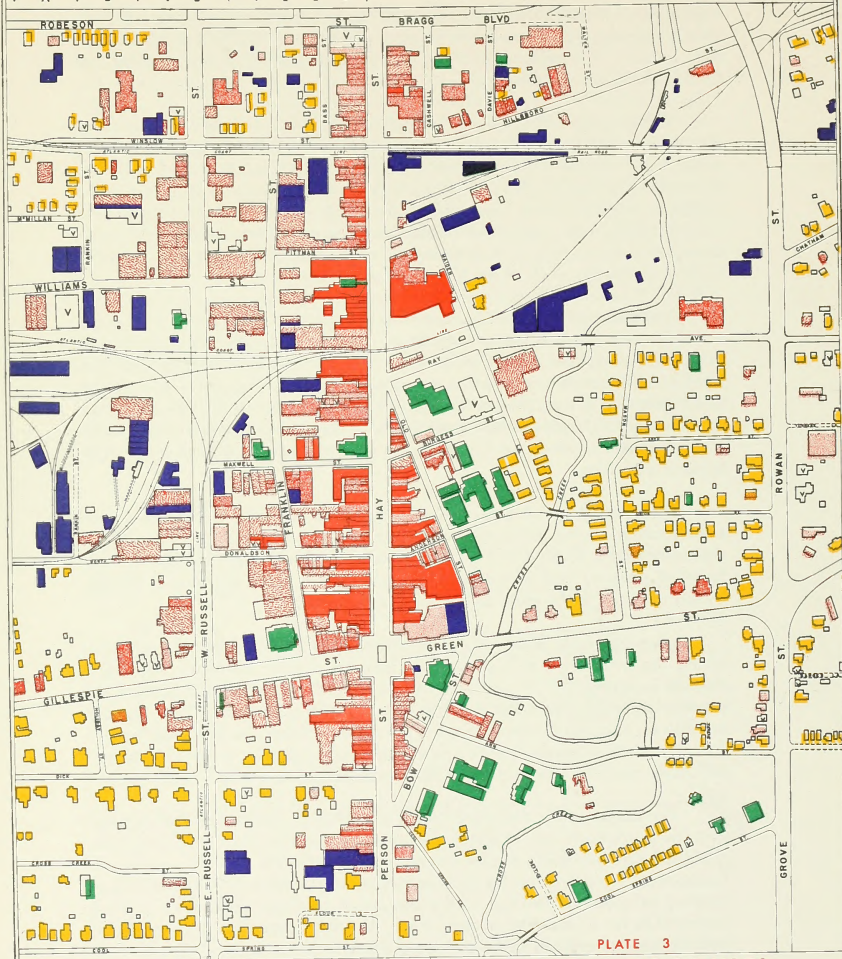


PLATE 3

GROUND FLOOR USES

LEGEND

- DEPENDENT RETAIL TRADE
- ADMINISTRATIVE, FINANCIAL, AND ADVISORY SERVICES
- CONVENIENCE TRADE AND CONSUMER SERVICES
- INDEPENDENT RETAIL TRADE AND REPAIR SERVICES
- PUBLIC AND INSTITUTIONAL
- WHOLESALE TRANSPORTATION, AND INDUSTRY
- RESIDENTIAL
- VACANT

Source: Planning Department, Summer, July, 1963

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE, 1963

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Affairs Agency under the Urban Planning Assistance Program authorized by Section 201 of the Housing Act of 1954 as amended.



separation of these clusters thus prevents the prime downtown shopping activities from reinforcing each other effectively. In this sense, the CBD is divided rather than united. This problem will have to be faced squarely in the plan for the future development of downtown.

Office-type activities (Administrative, Financial, and Advisory Services) also have tended to locate on or near Hay Street. One notable exception is the recent construction of the Scottish Bank Building on the corner of Russell and Donaldson Streets. A glance at Plate 3 also indicates a movement of smaller offices north from Market Square along Green Street. With the imminent construction of the new Post Office-Federal Building on Green Street, this trend is expected to be reinforced to some degree. However, Hay Street should remain a prime choice for much of the future office activity.

Establishments engaged in convenience trade and consumer services tend to locate near their potential customers. With the greatest concentration of other prime downtown activities located on Hay Street, it is not surprising that many establishments engaged in convenience trade and consumer services are now located on or near this main street. The specific location of these varied services depends largely on the type of service offered and its potential market. Many of these activities are needed in the core of downtown to supplement other types of activities.

Independent retail trade and repair service activities generally do not need locations in the prime pedestrian shopping areas. They have basically a vehicular orientation. While a few such establishments have locations on Hay Street at present, most of them are located along Franklin and Russell Streets, a short distance to the south of the heart of downtown.

Likewise, most of the wholesale, transportation, and industrial activities within the study area are located away from the core of downtown, the major clusters being south of Russell Street (between Williams and Worth Streets) and between Hillsboro Street and Ray Avenue north of Maiden Lane. The only such activity on the main shopping street is the Atlantic Coast Line Railroad Station. As such activities become less dependent upon rail access, as is the trend nationally, new and more spacious locations may be sought near major highways.

The major public and institutional activities in the Central Business District are governmental and religious, largely located north of Bow and Old Streets. Needed future expansion of city and county governmental facilities can be accommodated by additions to the existing facilities on Green and Gillespie Streets. Existing religious institutions in the downtown area are also fairly strongly anchored as far as location is concerned. If future expansion is needed, they will be largely confined to their existing sites.

To summarize briefly, the pattern of existing activities in the Central Business District is oriented primarily toward Hay Street. Major activities in the dependent retail, office, and consumer service categories stretch along Hay and Person Streets from Bragg Boulevard to Bow Street. The great length of this central "core" poses some problems with regard to the relationships among activities and traffic between them. Activities which are vehicular in orientation have, for the most part, located outside of the central core. The tendency for separation of vehicular oriented activities from those that are oriented to the pedestrian will be intensified in the plan for future development. Public and institutional activities are likely to remain relatively fixed in their locations and do not interfere with other downtown activities. Vacancies, in 1962, tended to be largely at the second floor level and above.

While the CBD contains the largest concentration of activities within the Fayetteville urban area, the density of use in the area is low when compared to many other CBD's. The bulk of the activities are ground floor uses, as is shown in Table 2. Two-thirds of the CBD floor area and over three-fourths of the establishments are located on the ground level. Only ten per cent of the floor area is above the second floor.¹² Excessive walking distances within pedestrian areas of a low density CBD hamper the operations of many activities. The virtues

TABLE 2
DISTRIBUTION OF CBD ACTIVITIES BY FLOOR LEVEL, 1962

Floor Level	No. of Establishments	Per cent	Floor Area Square Feet	Per cent
Ground floor	513	77%	1,959,000	66%
Second floor	91	14	703,000	24
Above second floor	63	9	298,000	10
TOTAL	667	100%	2,960,000	100%

Source: Planning Department survey, July, 1962.

¹²See Plates A-3 and A-4 in the Appendix for the distribution of activities on the second floor and above.

of compactness within the CBD core have been widely recognized as contributing to the mutual reinforcement value of its pedestrian oriented activities. Thus, in order to help unify downtown Fayetteville, an increase in density should be encouraged as new development occurs within the area.

Space for "Business" Activity: The CBD's Share

Four of the above categories of activities, can be grouped together to summarize "business" activity in the CBD: the "commercial" categories, 1) dependent retail trade, 2) convenience trade-consumer services, and 3) independent retail trade-repair services; and the "office" category, 4) administrative, financial, and advisory services. It is through the successful operation of these activities that the CBD can perform its trade, service, and to some degree, communication functions. In 1962, activities in these four "business" categories accounted for 74% of all the non-residential floor space within the CBD study area.

TABLE 3
BUSINESS FLOOR SPACE, CBD'S SHARE
OF PLANNING AREA TOTAL, 1962

Activity Classification	Floor space in planning area ^a	Floor space in CBD ^b	CBD's share of total (%)
II. Dependent Retail Trade	746,000 sq.ft.	510,000 sq.ft.	68%
III. Administrative, Financial, and Advisory Services	502,000	360,000	72
IV. Convenience Trade and Consumer Services	1,721,000	560,000	33
V. Independent Retail Trade and Repair Services	1,805,000	760,000	42
TOTAL BUSINESS SPACE	4,774,000 sq.ft.	2,190,000 sq.ft.	46%

^aTotal for planning area includes all new shopping center floor space actually in use in the fall of 1962.

^bJuly, 1962.

Source: Planning Department survey.

The Central Business District, of course, does not have a monopoly in these activities. Business activities are found in shopping centers, along major highways, and in scattered locations throughout the planning area. The CBD does, however, contain the largest concentration of these activities.

Table 3 presents a summary of the CBD's share of all floor space devoted to business activities within the planning area. It is not surprising that those activities that need or prefer concentrated central locations in order to function best by reinforcing one another (categories II and III) have a high proportion of floor space in the CBD while those that are relatively independent in their location requirements (categories IV and V) have lower proportions of space within the CBD study area.

Space Needs for CBD Activities--1970 and 1980.

How much floor space will be needed for each of the various activities in downtown Fayetteville in 1970 and in 1980? This question must be answered before a plan for future development in the central area can be prepared.

Space needs for business activities in downtown Fayetteville cannot be projected directly. It is necessary to view floor area in relation to the indices of economic potential discussed above. The methods of projection used were direct and indirect ratio methods. This approach derives a ratio of existing floor space to a given economic index (e.g. Population, EBI, etc.). The present ratio is then applied to projections of the economic index in order to estimate future space requirements. Due to the different nature of each activity, the floor space requirements of each are estimated separately. In the direct methods the ratio between CBD floor space devoted to the activity and the given economic index is used. In the indirect methods total planning area floor space of the activity is related to the economic index, and an estimate of future requirements for the whole planning area is derived. Then further assumptions are made about what proportion of the overall increase can be expected to locate within the CBD.¹³

Public and institutional space needs were estimated separately. These activities are relatively stable, not subject to changing economic trends. Churches in the downtown area are expected to remain in their present locations and to expand only moderately. The amount of space to be provided by the new Post Office and Federal Building is known. Finally, the other large public spaces in the downtown area, city and county governmental facilities, are assumed to need a doubling of their present space before the target date of 1980.

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¹³See "A Note on Projections" in the Appendix for a more detailed discussion of the methods used in projecting space needs for the "business" activities.

Space needed for wholesale, transportation, and industrial activities within the CBD study area is expected to decline in the next 10 to 20 years. As existing facilities become obsolete and the activities need more area for their operations, many will seek new locations in sections further from the core where land is less expensive to truck transportation, these establishments will probably seek new locations on major highways. Good locations for such activities would be near the interchanges of the CBD loop proposed in the Master Thoroughfare Plan. These would still be centrally-located and easily accessible sites well suited to the needs of these activities.

A summary of CBD floor space needs to serve as a foundation for the design of the plan appears in Table 4. By and large, these estimates are conservative. Those for the four "commercial" categories (II, III, IV, V) generally fall in the lower part of the range of projections for each category.¹⁴ As such, they are realistic in that they are likely to be reached within the time-span specified. A plan based on these estimates is not likely to suffer the evils of "over-planning," if the projections on which a plan is based are too high, if they are not reached, the unity of development proposed by that plan will not be achieved, and the resulting pattern of activities will not function as efficiently as it should. On the other hand, if the estimates, being somewhat conservative, are surpassed, the planned development pattern can be achieved at an earlier date, and development beyond the stage specified in the plan can take place in an orderly manner. The target date for the plan and the extent and pattern of development it calls for do not represent an ultimate end state but merely one point in the ongoing process of growth and change in the Central Business District.

Central Area Housing

Some planners are now suggesting that if downtown areas are to be as interesting and varied as they could be, people must do more than just work and shop there; some must actually live within the central area. Opinions still differ on this subject however.

It is debatable just how much the existence of housing adds to the vitality of the CBD. While the provision of residential space is not a generic function of the CBD, the central areas in most cities have some housing within them. For the most part, the dwelling units are in the form of large older houses that have been passed down through the various economic strata of the community's population. Most of these are divided into rental units with a resulting increase in residential densities. Some single family units, of course, do exist, as do newer apartment units.

¹⁴ See Table A-7 in the Appendix.

TABLE 4

SUMMARY OF CBD FLOOR SPACE NEEDS ASSUMED
FOR THE DESIGN OF THE PLAN, 1970 - 1980

Activity Classification	Description	1970	1980
II. Dependent retail trade	Projected floor area	620,000	760,000
	1962 floor area	510,000	510,000
	Increase from 1962	+110,000	+250,000
	Increase from 1970	-----	+140,000
III. Administrative, financial and advisory services	Projected floor area	470,000	610,000
	1962 floor area	360,000	360,000
	Increase from 1962	+110,000	+250,000
	Increase from 1970	-----	+140,000
IV. Convenience trade and consumer service	Projected floor area	680,000	850,000
	1962 floor area	560,000	560,000
	Increase from 1962	+120,000	+290,000
	Increase from 1970	-----	+170,000
V. Independent retail trade and repair service	Projected floor area	880,000	1,060,000
	1962 floor area	760,000	760,000
	Increase from 1962	+120,000	+300,000
	Increase from 1970	-----	+180,000
VI. Wholesale, transportation, and industry	Projected floor area	250,000	200,000
	1962 floor area	280,000	280,000
	Decrease from 1962	- 30,000	- 80,000
	Decrease from 1970	-----	- 50,000
VII. Public and institutional	Projected floor area	350,000	400,000
	1962 floor area	290,000	290,000
	Increase from 1962	+ 60,000	+119,000
	Increase from 1970	-----	+ 50,000
Total	Projected floor area	3,250,000	3,880,000
	1962 floor area	2,760,000	2,760,000
	Increase from 1962	490,000	1,120,000
	Increase from 1970	-----	630,000

In 1960, there were a total of 403 dwelling units within Fayetteville's CBD study area.¹⁵ A large number of these were in multiple family units, for a Planning Department survey in July, 1962 counted only about 150 occupied structures totally devoted to residential uses. About 15 other occupied structures contained a mixture of dwelling units and other uses, such as residences over stores, home occupations, and so on.¹⁶ The entire residential population within the CBD study area in 1960 was 884.

Since residential use is not a generic function of the CBD, no projections have been made of the number of dwelling units expected in 1970 and 1980. It has been assumed that some residences will exist by 1980 and suggested development is shown in the plan. The number of units to be provided will depend on the local housing market demands. Most of the large old houses, if allowed to continue in their present state, will continue to deteriorate and become overcrowded, and thus become obsolete. Any replacement of these structures by new residential units will need to be of a higher density than outlying residential units. The design of new units should carefully consider problems of the site and surrounding environment in relation to residential needs and desires. The high rise apartment building, so often suggested to achieve higher density, is not always the best answer, particularly in a city the size of Fayetteville. Recent developments in town houses, patio houses, or atrium houses should be explored as potentially exciting solutions to the problems of downtown living.

Core and Frame Distribution of Activities

The requirements of the varied activities that congregate within the Central Business District differ considerably. Some activities are pedestrian-oriented, mutually dependent upon similar activities for economic survival, and relatively small users of space. Others are vehicle-oriented, independent in locational choices, and often relatively large users of space. It has been found useful in providing for such differences in activity orientations to think of the CBD in terms of two distinct and clearly defined zones.

The "core" is the central portion of the downtown area. Its activities are largely oriented to the pedestrian and are dependent upon similar activities in the same vicinity for their successful operation. The core is the main locus of comparison shopping in the city, dependent retail trade being one of its prime activities. Office-type activities and some public and institutional uses are necessary for the continued vitality and variety offered by the core. Then, too,

¹⁵U.S. Census of Housing: 1960

¹⁶U.S. Census of Housing: 1960; figures adjusted to exclude "jail population."

some convenience trade and consumer service establishments are needed in order to serve both individual persons and other businesses in the downtown area. Many of the establishments performing these core activities are small, but nonetheless are able to survive in the high rent locations. Concentration and unity are characteristics of the physical development of the core.

Surrounding the core is the zone known as the "frame." Activities in the frame are more oriented to vehicular traffic than to pedestrian traffic. Individual establishments are relatively independent in locational choice; since these often require more floor area than core activities, the ones that desire a central location choose the CBD frame where land values and rents are lower. Downtown independent retail trade and repair service activities as well as some of the convenience trade and consumer service activities function best in frame locations. Also, any wholesale, transportation, or industrial uses in the central area should be contained within the frame. Characteristics of physical development within the frame are lower densities, less interdependence among activities, and convenient vehicular access for individual establishments.

One of downtown Fayetteville's problems is that its core is elongated¹⁷ and at some points sparsely developed. Core uses are often separated by uses which do not require core locations to operate efficiently. Also several big "holes" are created by parking lots and gas stations along Hay Street. The mere fact of the length of the core denies the value of compactness as a core characteristic. One of the main tasks of the plan will be to investigate ways of unifying the core activities in the CBD.

Implications of Activity Requirements for the Plan.

If the Central Business District is to perform, its varied activities must be able to operate at optimum levels. This reflects the statement of a general goal in Part One of this report: the functional arrangement of uses and activities. The discussion above has several more specific implications for the preparation of the plan with regard to the distribution of activities:

- 1) The plan should recognize the differing characteristics and needs of the various downtown uses. The requirements of some make a core location most advantageous, while others can function more efficiently in the frame.
- 2) Unification of the core should be a major objective. This will involve some adjustment of uses and also the provision of easy transit facilities to tie the segments of the elongated core together more

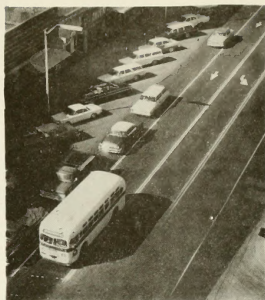
¹⁷ See Plate A-5 in the Appendix.

effectively. Such a solution will have to be worked out in conjunction with an analysis of the circulation problems (to be discussed in the following section).

3) The plan should provide a flexible but clear framework for growth and change. It is emphasized that the development pattern proposed by the plan is not an ultimate end state but only the pattern at one point in time. Growth and change will occur after 1980, and a logical framework for that growth should be the foundation of the 1980 plan. The plan statement should be seen as one step in the process of continued growth and revitalization within the CBD.

CIRCULATION WITHIN THE CBD

Integrally related to the pattern of activities in the Central Business District is the circulation system. In its broadest sense, the term "circulation" refers to all movement of both people and goods. Three modes of vehicular circulation must be considered: private passenger vehicles, public passenger vehicles, and vehicles for the movement of goods. A fourth important circulation element is the pattern of pedestrian movement, particularly within the core area. Central Business District circulation has two significant dimensions with regard to the various modes of transportation: access and internal movement.



Access to the CBD -- Facilities and Demands

The Central Business District is the focal point of the highway system in the Fayetteville urban area. Access to the CBD is provided by a series of major radial streets: the most important being Green and Hillsboro from the North, Person and Russell from the East, Gillespie and Robeson from the South, and Hay Street and Bragg Boulevard from the West.

During 1960, downtown activities attracted over twenty thousand automobiles and three thousand trucks and buses to the CBD daily. This makes the Central Business District the largest single attractor of auto trips in the Fayetteville area (with the Fort Bragg Military Reservation in second place). It is emphasized that these figures include only those auto trips with destinations in the CBD; they do not include vehicles passing through the CBD to other destinations. Thus, the actual traffic volumes are higher than the figures given.

Slightly over fifty per cent of the auto trips destined for the Central Business District daily in 1960 were for shopping and business purposes. Thirty-two per cent of the trips were for work purposes. The remaining seventeen per cent were for entertainment, eating, and other miscellaneous purposes.

¹⁸Note: This section draws heavily from materials prepared by John W. Horn, traffic and transportation consultant to the Planning Department for the Central Business District Study.

On the basis of projections of population distribution, retail floor areas and future traffic patterns, it has been estimated that traffic destined for the Central Business District daily will increase approximately sixty per cent by 1980. This is an increase from estimated 20,850 daily trips in 1960 to 33,850 in 1980. Plate 4 illustrates graphically the pattern of movement of auto trips destined for the CBD daily for both 1960 and 1980. It will be noted that by far the greatest proportion of trips will be coming from the west via Bragg Boulevard and Hay Street. Two factors contribute to this unbalanced distribution of traffic. One is simply the location of Fort Bragg west of the CBD with Bragg Boulevard being the main highway link between the two areas. The second is the fact that most recent residential development has taken place in the western portion of Fayetteville, a trend that is expected to continue to the future.

In order to accommodate by 1980 over thirty-three thousand vehicles per day in an area as small as the Central Business District, there must be sound planning now for the access of vehicles to the area and for the circulation, storage and turnover of vehicles within the area. The Master Thoroughfare Plan provides for a system of streets to provide the necessary access to the CBD and for a loop expressway to carry through traffic around the central area. A major part of the CBD plan will include a proposal for a system of facilities for internal circulation and parking to accommodate vehicles once they reach the central area.

Internal Vehicular Circulation

A successful Central Business District circulation pattern must provide efficient and convenient means for the motorist to enter the area, circulate to his destination, park within a reasonable distance from this destination, and exit from the area upon completion of his business. Such efficient and convenient means are not provided in the existing pattern of vehicular circulation in downtown Fayetteville (see Plate 5).

In order to reach their CBD destinations, the majority of motorists currently enter Hay Street. From the present street pattern this is entirely logical. CBD core activities are stretched along Hay Street. A large proportion of the daily traffic volume comes from the west along Hay Street and Bragg Boulevard. When this traffic reaches downtown, it continues down Hay Street in search of parking spaces. Many shoppers, unable to find convenient parking, simply circle the Market House and return up Hay Street again, thus adding to traffic congestion. In addition to tie-ups due to heavy use, traffic flow on Hay Street is complicated even further by the numerous pedestrian crossings and the two railroad grade crossings. Yet in spite of these conflicts, this street currently seems to be the most attractive and convenient route for entering the CBD. However, Hay Street will accommodate only so many motorists before it becomes saturated.

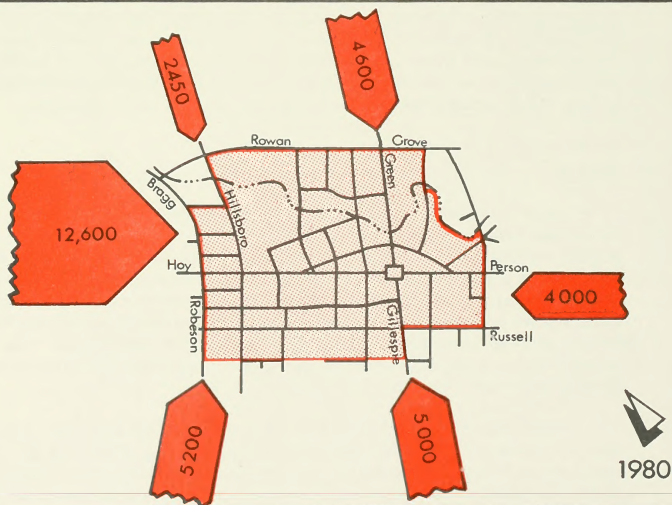
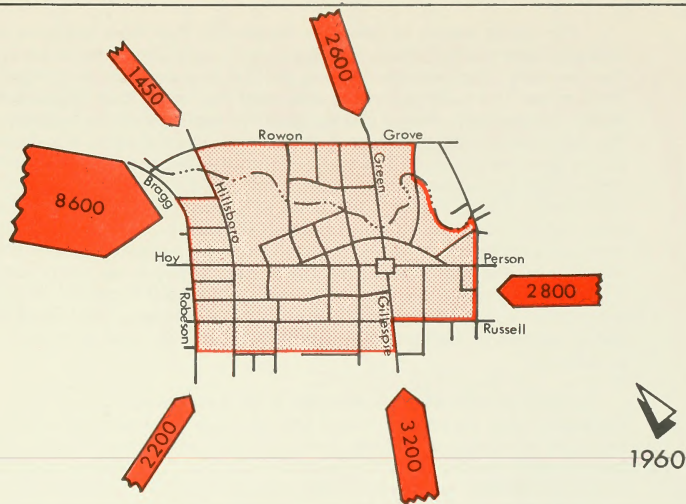


PLATE 4: PASSENGER VEHICLES DESTINED TO C.B.D. DAILY. 1960 - 1980

The traffic pattern in downtown Fayetteville thus shows excessive dependence upon a single street, Hay Street, while other streets are underused. Fundamentally, when motorists approach the CBD, they should be encouraged to drive around the periphery of the core until they reach their destinations. Ample, appropriately situated parking should be available at the periphery of the core without placing a dependence on the core streets to also provide storage space for vehicles. This is presently not feasible in downtown Fayetteville. There is no means of skirting the north side of the core area except by way of Rowan Street, which is too far out to provide feasible parking. Maiden Lane and Old Street are narrow, congested, difficult to reach and ultimately feed right back to Hay Street. Franklin Street, on the southern periphery of the core does not presently provide a good alternative to Hay Street. It is narrow for the two-way traffic it is expected to carry and difficult to get to with its T-intersections at both ends (Robeson and Gillespie Streets). The bulk of the traffic destined to the core, then, continues to use Hay Street in spite of its congestion.

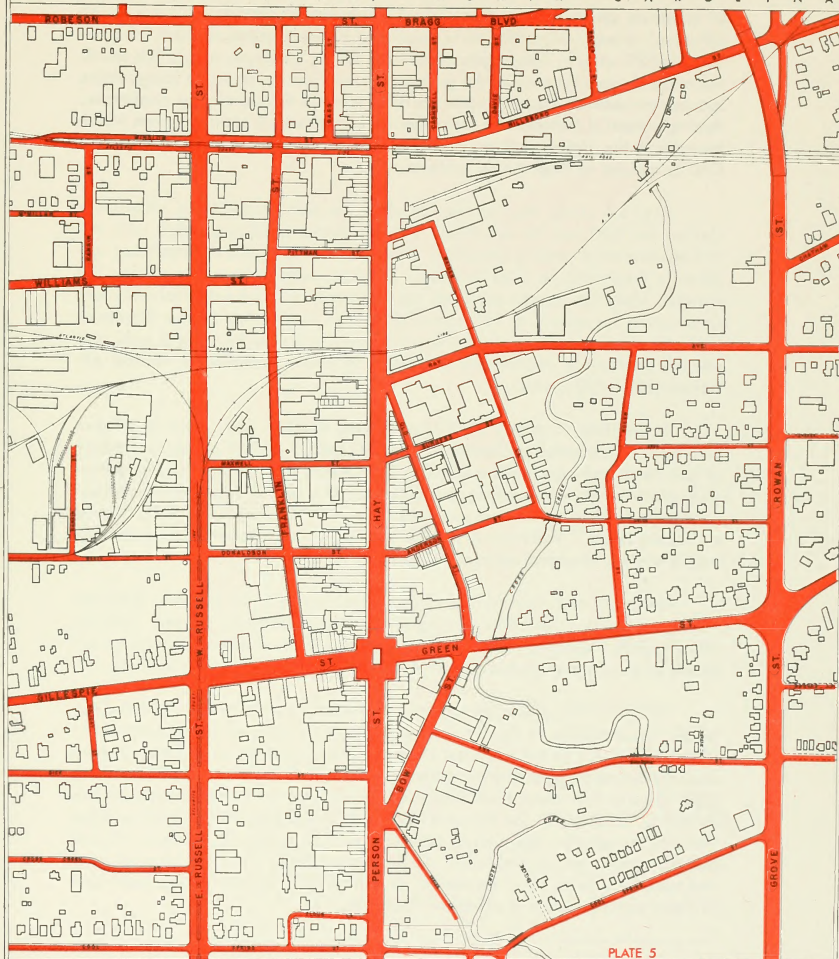
Like most other cities, Fayetteville is attempting to use the same areas of pavement within the CBD to perform both of the basic circulation functions, movement and storage of vehicles. As demands for both functions increase, this dual use of the same facilities simply will not work. As traffic demands increase, more and more of the existing street pavements (and rights-of-way) will be needed to provide freedom of movement for vehicles. Consequently, the demand for off-street parking will increase twofold: the supply of off-street spaces must be increased first, to replace those on-street spaces removed, and secondly, to accommodate the new growth. Many street rights-of-way in the CBD are restricted and impractical to widen. Hence, the available rights-of-way must be developed to their fullest capabilities in order to meet the growing traffic demands.

Parking

Integrally related both to the pattern of downtown activities and to the circulation system is the provision of facilities for the storage of vehicles. Three distinct parking needs should be recognized in a parking plan for the CBD: 1) short term parking (minutes) for quick errands, 2) intermediate term parking (hours) for shopping and business purposes, and 3) long term parking (all day) for downtown employees. The location requirements for facilities fulfilling these various parking needs differ. The short-term facilities should be as close as possible to the motorists' destination, while the longer-term facilities can be located farther from the core.

Within the effective limit for parking serving the CBD (see Plate 6) there were 815 on-street and 3,125 off-street parking spaces in 1962. Of the on-street spaces, 81% (660) were metered, 19% (155) were not metered (see Plate A-6 in the Appendix). Hay Street contains approximately 25% of the total number

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA



LEGEND

TRAFFIC WAYS OPEN TO VEHICLES

PLATE 5

VEHICULAR CIRCULATION - 1962

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE, 1963

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency under the Urban Planning Assistance Program authorized by Section 702 of the Housing Act of 1954 as amended.

0 1000 2000 3000 4000 5000 FEET

of on-street spaces but less than 5% of all downtown parking. Of the 3,125 off-street spaces, only 55% were available to the general shopper, the remaining 45% were in some manner restricted (e.g., employee only). This points out a problem with much of the parking in downtown Fayetteville today. Prime spaces near business establishments are filled early in the morning by employees, forcing potential customers to look elsewhere. An overall parking system which recognizes the various parking needs would increase the attractiveness of the CBD as a place to shop and do business.

Plate 6 shows the location of off-street parking facilities effectively serving the CBD and its activities. This illustrates another problem with the present downtown parking situation. Most of the parking lots are small and apparently haphazard in their location. Efficient parking is scarce at key locations. Many lots are too small and too unattractive to the potential customer. Considering the more than 110 scattered surface parking lots in the downtown area, the average number of parking spaces per lot is only 27. This is well below the capacity of parking lots considered by traffic engineers to be most efficient (100 - 200 spaces).

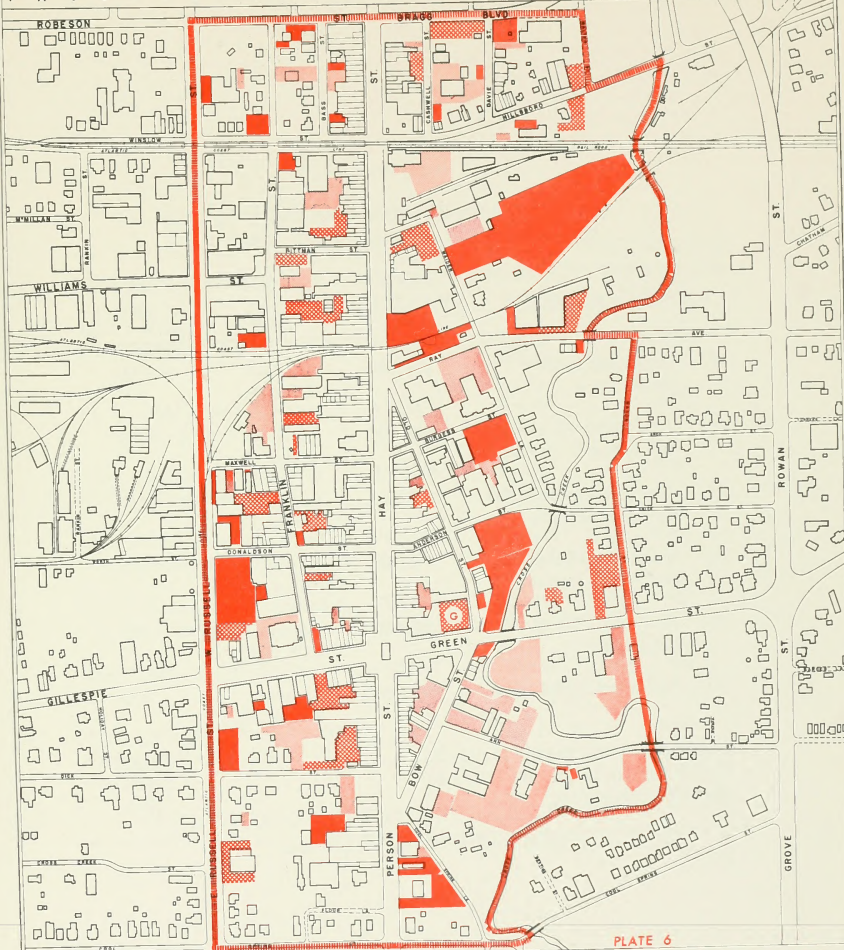
In addition to poorly distributed lots too small in size, there is another dimension to the parking situation in the CBD today. This is simply the matter of how much parking area is available. The Central Business District of Fayetteville provides fifty-two parking spaces per one thousand urban area population. A survey of cities in the same population range undertaken by the U.S. Bureau of Public Roads¹⁹ indicates that other cities average approximately seventy spaces per one thousand urban area population.

Different activities in the Central Business District generate different parking demands. Desirable parking ratios were determined for each activity classification. Applying these ratios to present activity floor areas yields an estimate of the present shortage of parking space in the CBD today (Table 5).

In light of the projected increases in downtown activity and in traffic demands, the provision of adequate off-street parking is one of the greatest challenges facing the Central Business District. The downtown area cannot hope to compete on equal terms with the outlying shopping centers which provide parking areas three or four times their floor area. There just isn't that much space available. Yet the CBD can improve its position. Applying the desirable parking ratios to the activity space needs projected to 1980, yields an estimate of 8,610 needed parking spaces (Table 6). As increasing traffic demands take up more and more of existing street pavement, it will become necessary to provide most of these parking spaces in off-street locations.

¹⁹ U.S. Department of Commerce, Bureau of Public Roads, Parking Guide for cities, Washington: U. S. Government Printing Office, 1956, p. 18.

CENTRAL BUSINESS DISTRICT
FAYETTEVILLE, NORTH CAROLINA



LEGEND

RESTRICTED PARKING

 MIXED PARKING SHOPPER PARKING

G GARAGE (mixed)

EFFECTIVE LIMIT OF PARKING SERVING C.B.D., 1962

Source: Planning Department Survey: July, 1962

PLATE 6

OFF-STREET PARKING - 1962

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, N.C.
JUNE, 1963

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.



TABLE 5
DESIRABLE PARKING RATIOS AND PARKING
REQUIREMENTS, FAYETTEVILLE CBD, 1962

Activity Classification	Floor area (sq. ft.) 1962	Desirable parking ratio ^a	Desirable No. of parking spaces - 1962
II. Dependent Retail Trade	510,000	1 space/ 300 sq. ft.	1700
III. Administrative, Financial and Advisory Services	360,000	1 space/ 1000 sq. ft.	360
IV. Convenience Trade and Consumer Services	560,000	1 space/ 300 sq. ft.	1870
V. Independent Retail Trade and Repair Services	760,000	1 space/ 500 sq. ft.	1520
VI. Wholesale, Transportation, and Industry	280,000	1 space/ 2000 sq. ft.	140
VII. Public and Institutional	290,000	1 space/ 1000 sq. ft.	290
TOTAL DESIRABLE PARKING SPACES			5880
TOTAL EXISTING PARKING SPACES			3940
PARKING SHORTAGE - 1962			1940

^aOne parking space requires 300 sq. ft. grass area

TABLE 6
PARKING REQUIREMENTS, FAYETTEVILLE CBD, 1980

Activity Classification		Projected floor area (sq.ft.) 1980	Desirable parking ratio ^a	No. of parking spaces required 1980
II.	Dependent Retail Trade	760,000	1 space/ 300 sq.ft.	2540
III.	Administrative, Financial and Advisory Services	610,000	1 space/ 1000 sq.ft.	610
IV.	Convenience Trade and Consumer Services	850,000	1 space/ 300 sq.ft.	2840
V.	Independent Retail Trade and Repair Services	1,060,000	1 space/ 500 sq.ft.	2120
VI.	Wholesale, Transportation, and Industry	200,000	1 space/ 2000 sq.ft.	100
VII.	Public and Institutional	400,000	1 space/ 1000 sq.ft.	400
TOTAL SPACES REQUIRED 1980				8610
TOTAL SPACES EXISTING 1962				3940
INCREASE				4670

^aOne parking space requires 300 sq.ft. gross area.

Merely adding new spaces indiscriminately will not solve the parking problem. An overall parking system should be planned, a system which recognizes the necessity of distributing the amount of parking according to the various needs of the activities. Approximately one-third of the trips to the CBD daily will be for work purposes. Accordingly, it is suggested that about one-third of the parking spaces be devoted to long-term needs. If located within 600 - 800 feet of the core, these would be suitable for employee parking. The remaining two-thirds of the parking should be provided in premium locations with convenient and easy access, thus being suitable for the high turnover required by shorter term demands.

Service to Building

Another dimension of the circulation problem deals with the several thousands of trucks destined for the CBD daily. These are generally engaged in some kind of service to the downtown activities and the buildings which house them. One aspect of truck movement in the CBD involves the delivery of merchandise to the stores. Another is the removal of waste material from the buildings.

Much of this service activity takes place in off-street service areas behind the stores themselves and thus does not hamper any other circulation activities in the area. Some buildings, however, do not have rear service access and must use street space for these activities. During peak hours this could contribute greatly to traffic congestion on the downtown streets, so much of this servicing is done during non-business hours.

The recognized value of off-street service and loading areas should be considered in the preparation of the plan. One approach would be to put all service areas underground, but this would not be economically feasible in downtown Fayetteville. Wherever possible, surface areas in the interior portions of blocks should be utilized. In cases where the narrowness of the block allows only one side to be used by stores, service activities will have to occur at the rear facing the back street of the block. Due to the generally unattractive nature of such activities, it is recommended that screen walls be used to help improve the overall appearance of the downtown area.

Public Transportation

Widespread low density development is characteristic of the Fayetteville urban area. The origins and destinations of traffic are thus widely distributed in a multitude of locations. The automobile, when provided with an adequate street system, allows the flexibility required to accommodate the wide variety

of individual trip desires inherent in such a low density pattern of development. Public transportation, on the other hand, thrives on moving a large number of people between common points. When travel demand is widely distributed and few passengers have common origins or destinations, public transportation is generally uneconomical.

Public transportation, in the form of bus travel, fulfills a small but important role in Fayetteville's transportation requirements. Currently, public buses account for over twenty thousand person trips daily in the urban area with approximately three thousand of these destined for the Central Business District.²⁰ All nine bus routes serving downtown eventually end up at Market Square. Seven of the nine bus routes provide service along the length of Hay Street downtown, offering a total of 227 trips daily excluding Sunday (in 1963).

Fayetteville is basically an automobile-oriented city, and this dominance of private modes of travel is expected to continue throughout the next twenty years. However, the need for public transportation will continue, particularly to and from the Central Business District. Based upon projections of population, land use, and travel habits, it is estimated that the number of persons destined for the CBD by public bus will reach six thousand daily by 1980.

Pedestrian Circulation

With the overpowering concern for accommodating the automobile in the CBD, the pedestrian has been slighted. Yet the activities within the core are oriented toward the potential customer or client as a pedestrian, not as a motorist.

The only facilities for the pedestrian in the core of downtown Fayetteville today are sidewalks along the main streets. Pavements are cracked, dirty, and generally unattractive. There is little protection from rain or glaring sun. Pedestrian conflict with vehicular traffic is frequent. With the solitary exception of the little patch of green space at the bus stop on the corner of Hay and Hillsboro Streets, there are no spaces where the pedestrian can relax and enjoy himself.

Thus, the pedestrian in the Central Business District today is largely neglected. With the proposal for the improvement of Market Square sponsored by the Junior Chamber of Commerce and the canopy proposal for the 100 block of

²⁰See Plate A-7 in the Appendix for an illustration of bus routes to and within the CBD.

Hay Street, sponsored by the Downtown Fayetteville Association,²¹ the plight of the pedestrian is beginning to be recognized, but downtown Fayetteville still has a long way to go in providing for this important segment of downtown circulation.

Circulation Implications for the CBD Plan

The overriding implication to be derived from this analysis of circulation facilities in the CBD is that downtown Fayetteville now lacks, and desperately needs, a balanced circulation system. Problems of access, internal vehicular circulation, parking, service to buildings, public transportation, and pedestrian circulation are all integrally related. To function at an optimum level, the CBD cannot ignore any aspect of the overall circulation problem.

The challenge is clear: if downtown Fayetteville is to continue to grow and thrive, work must begin now on developing a balanced circulation system firmly founded upon the needs of downtown activities.

²¹ Both projects prepared during the Summer of 1963 by William J. Baron, industrial designer, and Richard Moore, landscape architect, of Raleigh, N. C.

VISUAL CHARACTER OF THE CBD

While the pattern of activities, the circulation system and the economic climate provide the structural framework of the Central Business District, the dominant image of downtown is based upon the three-dimensional relationships of objects and buildings. This section will present a brief analysis of the visual character of downtown Fayetteville.



Visual Quality of the Approaches to the CBD

The observer's first impressions of the CBD come as he approaches it in his car. By and large, the "direct approaches" (those leading directly to Market Square) enhance the CBD's image by giving the motorist a distinct impression of place. From the Hay Street approach, the motorist descending the hill from the Hay Mount area drives around a curve and suddenly a panorama of the whole CBD spreads out before him. Within the panoramic view the Market House is a visual focal point at the end of Hay Street. The dramatic impact of this sudden view makes a strong impression on the observer, and the perception of the CBD as a distinct place is enhanced. A similar, but perhaps less forceful, experience is in store for the motorist approaching the CBD by way of Ramsey and Green Streets. As he passes through the intersection at Grove and Rowan Streets, he is suddenly aware that he is in the downtown area. This is due largely to the vista focusing on the Market House. The approach via Person Street offers no surprise, but a clear sense of place is established in another way. This approach is over a vast stretch of level land with the Market House and bank tower dominating the end of the street. As the motorists move nearer the CBD, the beginning of the core area is a dominant element in his perception. This is due partly to the slight rise in topography at Liberty Point. The CBD appears to be set above the level of the approach street as if to afford a better view of it. The fourth direct approach, via Gillespie Street, does not create as strong an impression as do the other three approaches. This is partly due to the scattering of small establishments along the street. The boundary of the CBD is not as clear from this direction as it is from the others. A strong feeling of "arriving" at a distinct place remains, however, because of the strong visual terminus in the form of the Market House.

"Indirect approaches" to the central area (those that do not lead directly to Market Square) do not offer a clear image of downtown as a distinct place. Along Hillsboro, Robeson, Russell and Grove Streets, it is difficult for the motorist to tell when he is actually entering the central area except, perhaps, by the greater intensity of commercial activity along the side of the road. Much of this activity is unattractive and uninteresting, further reducing the possibility of a strong positive impression. The case of Bragg Boulevard is somewhat different. After driving along a monotonous strip of commercial development, the motorist gets a glimpse of the downtown area as he drives around the curve near the intersection of Rowan Street. But this view is quickly lost, and the motorist unfamiliar with the area, does not know where to turn to get into the downtown core until he gets a glimpse of the Market House from the intersection at Hoy Street. Some striking visual element at this intersection would better orient the motorist for entry into the CBD core.

In sum, then, the sense of "arrival" at a distinct place is weak from the "indirect approaches" to the CBD, but unusually strong from the "direct approaches." This is largely due to the strong visual terminus provided by the unique location of the Market House.

Visual Character within the CBD

Two surveys were undertaken by the Planning Department in the investigation of the visual character of the Central Business District. One sought to identify and objectively evaluate distinctive features within the CBD study area. The other, more subjective in nature, elicited responses about the general appearance of the area.

1) Distinctive features: During the summer of 1962, the Planning Department, with the assistance of several local architects and historians, undertook a survey to identify and evaluate noteworthy buildings and sites within the CBD study area. A list of potentially noteworthy features, initially prepared by the Planning Department, was revised in accordance with the suggestions made by the architects and historians. Each site and building on the revised list was evaluated in the field by the survey team on a prepared survey form designed to be a permanent record.²²

Several buildings of significant architectural and/or historical value were identified. These are all familiar to residents of Fayetteville: the Market House (1838), Kyle House (1832-40), St. John's Episcopal Church (c.1832), the First Presbyterian Church (1832), McKethan House (1788-89), and the Woman's Club

²²A sample copy of the form used is reproduced in the Appendix.

(c. 1800). The existence of these buildings in downtown Fayetteville provides a clear sense of historical continuity. Many other buildings in the CBD were thought to be of architectural and/or historical interest. While not particularly notable examples of architectural style nor sites of significant historical events, these buildings (many of them constructed about the turn of the century) enhance the atmosphere of historical continuity. This is truly an important dimension in the character of the CBD today. Fayetteville is an old city; many of the transitions from the old to the new are visible in the central area. The plan for the future should not indiscriminately wipe out the contact with the past.

Several sites were also thought to be of considerable historical or aesthetic value: Market Square, Liberty Point, the small open space at the corner of Hay and Hillsboro Street, Eccles Park across from the library, the Cool Spring and Cross Creek Cemetery. Historical continuity is also a dimension in the value of several of these sites. To be positive additions to the cityscape these sites must be well-maintained. Today not all of them are.

2) General appearance: Another survey, again with the assistance of members of local architectural offices, was undertaken to evaluate the general visual quality and character of the CBD core. Since the study depended largely on the contribution of valuable time by people outside of the Planning Department, the survey was restricted to those portions ("street faces") of core blocks facing on the four major streets leading to Market Square (Hay, Green, Person, and Gillespie Streets). Whole blocks were not considered to be valid study units since the visual quality of most downtown blocks varies considerably from front to rear. Members of the survey team were asked to observe and evaluate each block individually and to record their impressions on a standard survey form.²³ The impressions recorded were not those of the average "man on the street" for several biases were inherent in the survey." 1) The members of the survey team were architects and planners professionally trained to be sensitive to the appearance of cities, 2) the team was performing a visual survey, thus their attention to visual qualities was increased. Other biases in the survey procedure were 1) that it was a walking survey and thus did not consider the different impressions that occur to the observer driving in his car, and 2) that it was a day-time survey and thus did not consider the entirely different image of the CBD at night. The observers were asked to do three things: note existing positive and negative features contributing to the overall appearance of the block, make a quick on-the-spot statement of potential improvements, and evaluate the overall appearance of the block on the provided scale.

In general, there is a lack of visual order in downtown Fayetteville. The picture is not entirely black, but the CBD is certainly not living up to its po-

²³A sample copy of the form used is reproduced in the Appendix.

tential. On the positive side, there are a few spots of green which add visual relief (e.g., near the courthouse, the post office, the Methodist Church, and the bus stop). However, these are presently not well integrated into the total downtown pattern. Some buildings have attractive, well-maintained facades. Many of the older ones have interesting architectural details. Few exceptional buildings exist, but these do contribute to the sense of historical continuity felt in the area. As the major visual terminus and point of interest, the Market House does much to unify the downtown area visually.

Many more features appear on the negative side of the list. Often these are small details which potentially can add much to the visual richness and vitality of an area. When neglected, these details have a negative effect, contributing to an atmosphere of dullness and drabness. The "floorscape" of the area, the broad areas of pavement, are dirty and unattractive. Fayetteville and most other American cities could learn much from their European counterparts which have experimented quite successfully with the use of different pavement material and textures to add visual interest and vitality to the floor of the city. While there are a few isolated green spots, there is generally a lack of greenery in the core. The visual attractiveness that can be achieved by good landscape design has thus far been largely overlooked. Overhead are many cluttered and "junky" agglomerations of signs and haphazardly placed awnings and canopies. More visual distraction is caused by many "modernized" entrances to buildings; the new treatment of the ground floor clashes with the original treatment of the upper floors. While some window displays are attractive, others are cluttered and "junky." Another factor contributing to the dull appearance of many parts of downtown is the lack of imaginative use of color. This would offer a great potential for increasing the richness and vitality of the downtown scene. One other problem is the occurrence of several "dead" spaces in the core area (e.g., parking lots and gas stations on Hay Street). Such spaces are often more susceptible to the collection of litter than the more intensely used areas. The accumulation of these many negative factors adds up to an overall sense of visual disorder in the downtown core.

The improvements suggested by the participants in the survey were primarily aimed at removing the objectionable conditions. Suggestions included the imaginative use of color and pavement materials: the provision of planted areas, benches, attractive trash receptacles and canopies: improvement of the facades of some buildings and possible replacement of those in a deteriorated condition and sign control. A general "clean-up" campaign would help considerably.

It was also suggested that the block, rather than the individual structure, is the appropriate working unit in improving the visual quality of the downtown area. Different blocks have different characters, due to the nature of the existing structures and the activities located there. The character of the blocks and their

activities should be enhanced and expressed visually. At this scale, the visual characteristics of the blocks would achieve a degree of order, and at the larger scale, the imaginative handling of the transition between blocks would yield an overall visual order to the CBD.

It is easily recognized that the visual quality of different sections of downtown varies considerably. The appearance of structures along side and back streets is usually worse than that of structures along the major downtown streets. It will be remembered that the present survey sought an evaluative rating of all the blocks along the major core streets terminating at the Market House. Averaging the ratings indicates that the visual qualities of the four streets and Market Square vary considerably. Green Street had the best rating, followed in order by Market Square, Hay Street, Gillespie Street, and lastly Person Street. With the exception of Hay Street, these street ratings were derived by averaging individual ratings for blocks facing each other the distance of one block from Market House. The case of Hay Street is significantly different; its average rating was based on individual scores of blocks extending from the Market House to Bragg Boulevard. A look at the individual block ratings indicates that, in general, the visual quality of Hay Street deteriorates as distance from the Market House increases. Of course there are exceptions to this. The ratings, it must be remembered, were based on evaluations for entire blocks, not for individual elements within blocks. It is clear that if downtown is to provide an attractive setting for its activities, considerable effort must be spent in enhancing the visual quality of blocks facing both its major and its minor streets.

Aesthetic Implications for the CBD Plan

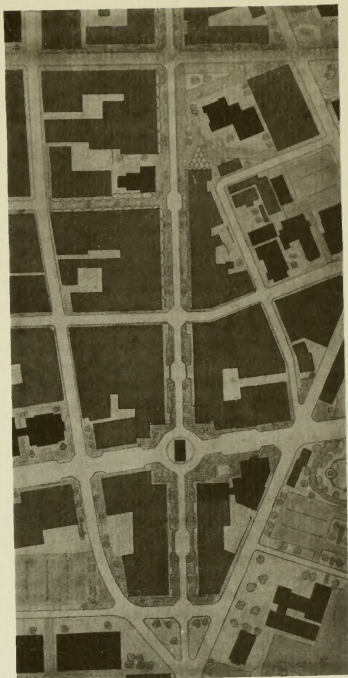
If the CBD is to become a lively and attractive place in which to be, visual quality can no longer be regarded merely as a pleasant by-product of other downtown improvement efforts; it must be sought positively. The above analysis has suggested several specific aesthetic considerations to be incorporated into the plan for the CBD of tomorrow.

- 1) The CBD should be viewed as a distinct area with distinct boundaries. The approaching motorist should experience a feeling of "arrival" as he enters the area.
- 2) Distinct features should have settings appropriate to their value. This will mean enhancing the settings of some existing features and insuring that any new landmarks built will have proper settings.
- 3) A sense of historical continuity is an important dimension in the overall atmosphere of downtown Fayetteville today. This should be

enhanced. However, this does not mean that all old structures should be preserved merely because they are old. They must serve useful functions within the pattern of downtown activities. It does mean that downtown should build upon the best of what it now has.

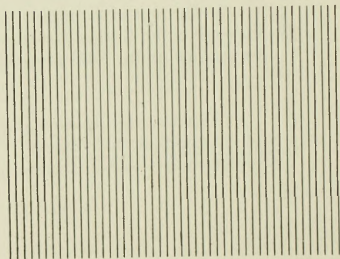
4) Attempts to create a visual order in the CBD should probably consider the block as an appropriate working unit. In this way, individual activities in the block can be tied together, and, at a larger scale, the blocks can be tied together to provide an overall visual unity for the CBD. It should be emphasized that this does not mean that everything within each block should be made to look alike. The best of the variety of downtown features can be drawn together into a unified whole.

5) In the actual construction of new elements downtown, careful attention should be paid to the relevant details. At the pedestrian scale of the CBD core, these little details contribute largely to the observer's impression of and reaction to the visual environment.



PART THREE

D E S I G N



DESIGN

The two previous parts of this report have laid the theoretical and the practical foundations for Fayetteville's Central Business District plan. Basic goals have been discussed in the light of the continuing functions of the central area. The implications of economic, use, circulation, and aesthetic factors have been identified and evaluated. Careful attention to these goals and implications provides a context and a set of criteria within which the design of tomorrow's CBD must evolve.

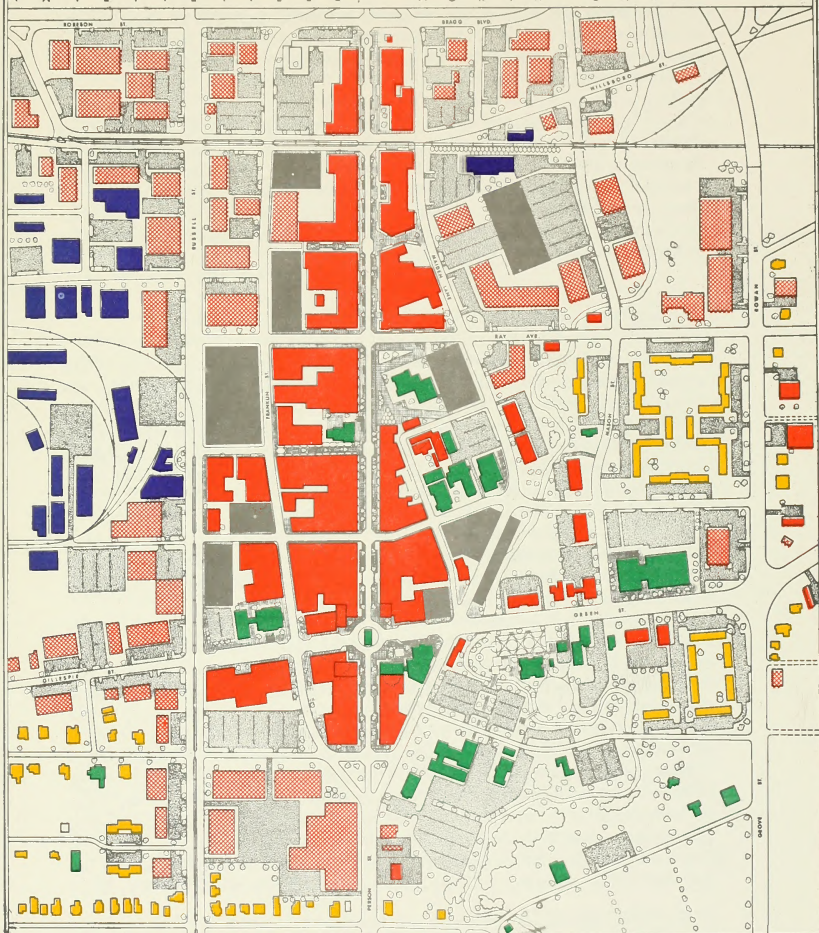
Economic and Physical Improvements of the CBD

There are at least two scales at which recommendations can be made for the economic improvement of the CBD. One is the scale of the establishment. The individual store can perhaps increase its sales by changing its merchandising techniques (store hours, advertising, display, etc.). Such small scale improvements are outside the scope of the present study.¹ Relevant to this report are recommendations for economic improvement at the district level. At this scale economic improvement is inextricably tied to recommendations for the physical improvement of the area. With a functional pattern of activities, those that are to some degree dependent on each other can offer mutual reinforcement. A clear and convenient system of access, internal circulation and parking enhances the economic drawing power of the CBD. An attractive environment adds to the satisfaction of those shopping and working downtown, also contributing to a better economic climate. Thus, at the scale of the Central Business District as a whole, recommendations for the economic and physical improvement of the area cannot meaningfully be separated.

In this part of the report, the proposed general plan for the physical development of the Central Business District will be presented and discussed. The plan is based on the 1980 projections of activity and circulation requirements.

¹Recommendations along this line may be found in Downtown Fayetteville, N.C.: An Analysis and Program, a report prepared for the Downtown Fayetteville Association by National Downtown Services, Inc., August, 1962.

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA



LEGEND

- CORE COMMERCIAL AND OFFICE USES
- WHOLESALE, INDUSTRIAL, AND TRANSPORTATION USES
- PUBLIC AND INSTITUTION USES
- RESIDENTIAL USES
- SURFACE LOT
- GARAGE

PARKING AREAS:

GENERAL PLAN

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, N.C.
JUNE, 1963

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency under the Urban Planning Assistance Program authorized by Section 101 of the Housing Act of 1954 as amended.



The discussion will focus on the structural framework provided by the plan and the distribution of activities within that framework at one point in time. General recommendations for priorities in the staging of the development will appear in Part Four of this report.

The proposed general development plan for Fayetteville's Central Business District is shown in Plate 7. The plan map is detailed in content but schematic in presentation. Special treatments, such as small individual parking areas serving frame activities, landscaping, and areas of distinctive paving, are indicated. Building forms are generally schematic, except in the case of specific free standing structures expected to remain, suggesting locational relationships rather than architectural treatment.

The Distribution of Activities

The distinction between primarily pedestrian-oriented activities in the core and primarily vehicular-oriented activities in the frame area has been retained and emphasized in the plan.² Some readjustment of activities will be required by 1980 if the core is to be composed primarily of pedestrian-oriented activities. The plan is designed to accommodate approximately 3,880,000 square feet of floor space, of which about 2,170,000 will be devoted to activities within the core and about 1,760,000 to those in the frame.³

For the purposes of the plan, several of the activity categories utilized in the analysis have been grouped together. The specific locations of individual establishments are not relevant in a general plan. What is important is the distribution of activities by basic type and orientation.

"Core commercial and office uses" in the plan refer to the pedestrian-oriented activities previously included in the dependent retail trade and administrative, financial and advisory service categories. Also included are some convenience trade and consumer service activities (e.g., restaurants, barber shops, etc.) necessary to support the demands of customers and employees already drawn to the CBD by the primary core activities. Nighttime entertainment activities are also appropriate core uses if the CBD is to be a vital and lively part of the city for more than the "nine-to-five" hours. As the name implies, these activities are, for the most part, oriented to the pedestrian core area surrounding Hoy Street. Some of the more independent office activities are expected to be drawn outward along Green and Mason Streets due to the attracting power of the new Post Office - Federal Building. The bulk of the new office activity, how-

²Refer to Plate A-5 in the Appendix for core-frame delineations, 1962 and 1980.

³Refer to Table A-8 in the Appendix.

ever, is to be housed in the core. The plan calls for the location of two new five or six story office buildings centrally located at Market Square (the two southern corners). Existing parking lots and gas stations on Hay Street which will be obsolete in terms of the proposed circulation plan, should be filled in with core activities. As the density of activity increases in the core, replacement of and additions to some existing structures will be necessary. If they are to contribute to and partake of the vitality of the improved CBD, the two core blocks on Person Street just east of Market Square will have to be "renewed." Whether this is to be done with the assistance of the Federal Urban Renewal program or entirely with local resources is a question that will have to be answered by local authorities. Either approach can produce a positive asset to the downtown scene; if the decision is continually postponed, these blocks will continue to deteriorate and the whole CBD will suffer.

Activities designated as "frame commercial" in the plan include the independent retail trade and repair service activities and some of the convenience trade-consumer service activities. These are largely oriented to the customer in his automobile. As such, they desire easy access to major streets and parking facilities on the premises. The frame around the core (again implied in the name of the classification) is an appropriate zone for the location of these activities. They generally require larger floor areas since they often deal in large bulk items and prefer one floor buildings, thus the lower land values in the frame are a factor in their locational choices. Here, too, space is more readily available for these establishments to provide their own off-street parking.

The locations of public and institutional activities in the CBD are not expected to change much. The only new sites to go into public use will be those of the new Post Office-Federal Building and a proposed civic and cultural center on Green Street. In conjunction with the development of the proposed Cross Creek Park, it is suggested that a new multipurpose civic and cultural building be built adjacent to the Kyle House. The building would house a small auditorium (seating about 300 persons) which could be used for Little Theatre productions, Fayetteville Symphony performances, lectures, meetings of civic organizations, recitals, and possibly even small conventions. In addition, there could be facilities for local or traveling displays, art exhibits, and the like. It would provide facilities for small meetings, performances, and displays, and would not duplicate the larger scale facilities of the proposed auditorium-coliseum. Such facilities in other cities have been heavily used by various civic organizations. If built on this proposed location, such a facility could be the spark needed to bring the development of the downtown section to Cross Creek Park into reality.

If elements of the proposed plan are achieved, other significant public and institutional buildings would receive the settings they deserve. The proposed plan for Cross Creek Park would open up a vista of the historic First Pres-

byterian Church from Green Street. Changing the alignment of Ray Avenue to suit the circulation needs would also provide the opportunity to develop a major pedestrian plaza on Hay Street in front of the Methodist Church. The plan calls for City Hall expansion needs to be accommodated with a five to six story annex building extending to Market Square, providing an extension to the square that would enhance both the Market House and the buildings housing city government. Likewise, it is proposed that future space requirements for the county government be filled with an annex building adjacent to the present courthouse. The small open area surrounding the two buildings could be developed into a handsome courthouse plaza. With the construction of the new building on Green Street, one pertinent question is: what will become of the old Post Office building? This would be a prime location for any number of core activities. One public possibility should be mentioned. It has been suggested that the existing site could be put to use as the site for a modern, efficient central library. Other cities, such as Charlotte and Raleigh, have found that circulation and use increase considerably when a branch library is located on the city's main shopping street. This possible use should be seriously investigated.

The future demand for residential uses in or near the CBD was not estimated due to the great uncertainty of future desires. Residential areas just outside the CBD study area have not been altered considerably. Inside the study area another alternative which is now becoming more popular, has been illustrated. This is a modified row house design. If, for example, such development were to prove marketable in Fayetteville, Arch Street could be closed thus creating a residential "super block" bounded by Rowan, Union, Mason Streets and Ray Avenue. The residential development could include attached rows of dwelling units with small enclosed gardens for each unit. The buildings would surround a common open area suitable for numerous outdoor activities. The residential block would be oriented inward, away from the noise and traffic of the surrounding major streets. Another type of residential development meriting consideration, if there arises a market for close-in higher density housing in Fayetteville, is the patio or atrium house.

The amount of floor area devoted to wholesale, transportation, and industrial activities within the CBD is expected to decrease in the next twenty years. In the light of changing needs, future locations for such activities are expected to be near major high-speed highways. Ideal central locations with regard to activities which distribute their products throughout the Fayetteville urban area would be sites near some of the interchanges of the CBD loop expressway proposed in the Master Thoroughfare Plan. Those that remain in the CBD will likely be clustered in the area with rail service south of Russell Street.

The Special Problem of the Railroad

Within this activity category the railroads pose a special problem. Two sets of railroad tracks presently cut across the CBD: the main track of the Atlantic Coast Line with its station at the corner of Hay and Hillsboro Streets, and the line which crosses Hay Street near the intersection of Ray Avenue. Initially the coming of rail service gave downtown Fayetteville a much needed boost. With the rapidly decreasing popularity of passenger travel by rail and the rapid increase in the use of the automobile for local transportation, the existence of the railroad in the core of the CBD has changed from an asset to a liability. Trains disrupt the flow of downtown traffic. Tracks and rights-of-way accumulate dirt and litter. The present station, in its location, and its parking lot, its generally rundown condition, interrupts and detracts from core activities on Hay Street.

Several recommendations for relieving the railroad problem in downtown Fayetteville are included in the plan. It is not feasible to suggest the removal of all railroad facilities in the downtown area. The main tracks of the Atlantic Coast Line, which go down Winslow Street, are part of the railroad's major North-South service. Construction of a by-pass line away from downtown Fayetteville would be quite expensive. The interruption of core activities could be lessened considerably if the existing station was to be replaced by a new one located about halfway between the proposed Maiden Lane extension and Cross Creek, several hundred feet north of the present site. In the proposed location, the main part of the station would be more centrally and conveniently situated in relation to stopped trains. The second major proposal of the plan is the removal of the line which cuts across the center of downtown near the present intersection of Hay Street and Ray Avenue. The circulation plan calls for the extension of Ray Avenue through the railroad right-of-way to Russell Street. The connection between the main line of the A.C.L. and the line to Wilmington could be achieved from the railroad complex to the south of Russell Street. Removal of this link would allow the reunification of the central part of the core with increased core activity. At present, these tracks strangely reinforce the split between the two major clusters of dependent retail activity on Hay Street. It is strongly urged that a committee of prominent citizens begin negotiations with the railroad immediately to explore mutually agreeable means of achieving these proposed changes.⁴

⁴Even if the negotiations accomplish only partial achievement of these proposals, the basic structural framework of the plan will still be valid. The extension of Ray Avenue along the railroad right-of-way could still be carried into effect. Downtown would benefit most though from full achievement of these recommendations.

The Proposed Circulation Pattern⁵

The basic structural framework of the plan is provided by its circulation system. The efficiency of the CBD in performing its functions depends in large, part on the efficiency of the circulation system in moving people and goods. The proposed pattern is illustrated in Plate 8.

Primary access to the Central Business District will be along the routes currently used. The only changes in these facilities will be those recommended by the Master Thoroughfare Plan. The circulation changes proposed herein are designed to ease the movement of traffic once it enters the CBD.

At the western end of the CBD, Bragg Boulevard and Robeson Street currently carry two-way traffic along the periphery of the core. Their location in relation to the CBD is good, but they are rapidly nearing saturation with traffic. It is recommended that action be taken on the proposal in the Master Thoroughfare Plan to develop Bragg Boulevard-Robeson Street and Winslow Street-Hillsboro Street as a one-way pair of streets. At the eastern end of the CBD, Green and Gillespie Streets will continue to operate as two-way facilities.

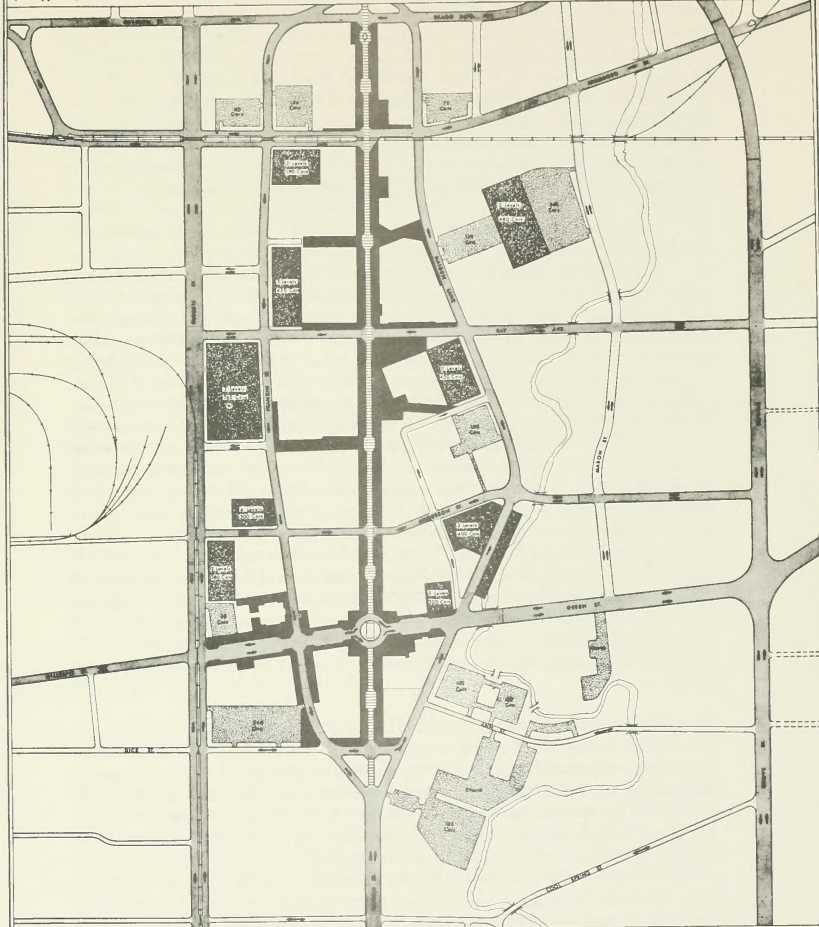
In light of the ever-increasing load of traffic on the five blocks of Hay Street within the CBD core, it is proposed that improved access to the core be developed on both the north and the south sides of Hay Street. Considerable off-street parking has already been developed in these areas, and more will undoubtedly be needed in the future. The plan calls for the connecting of Bow Street to Maiden Lane and of Maiden Lane westward across the railroad tracks to Cashwell Street. This would provide an efficient means of passing from Person and Green Streets to the off-street parking areas along the north side of the CBD and then to Bragg Boulevard without having to enter Hay Street. Similarly, it is proposed that Franklin Street be extended across Gillespie to Dick Street and thence provided with a smooth connection to Person Street. This would provide an efficient route from Bragg Boulevard to the proposed parking areas along the southern side of the CBD and a means of reaching Person Street without overloading Market Square.

Franklin Street would be one-way eastbound and Bow Street-Maiden Lane one-way westbound. Each should be developed to carry three lanes of traffic. For this system to operate efficiently, there must be smooth connections at the western end of the CBD to connect the Hay Street approach to Franklin Street and to the Maiden Lane extension. Likewise, at the eastern end Franklin Street

⁵Credit for many of the ideas presented in this section must be extended to John W. Horn, traffic and transportation consultant to the Planning Department for the CBD study.

CENTRAL BUSINESS DISTRICT

FAYETTEVILLE, NORTH CAROLINA



LEGEND

- | | | | |
|--|---------------------------------|--|------------------------------|
| | MAJOR TRAFFIC STREETS | | MAJOR PEDESTRIAN WAYS |
| | MINOR TRAFFIC & SERVICE STREETS | | PARKING LOTS SERVING CORE |
| | TRANSIT WAY | | PARKING GARAGES SERVING CORE |

CIRCULATION PLAN



DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC.

The circulation of this map was previously added through a Project grant from the Urban Renewal Administration of the Housing and Urban Development Agency under the Urban Planning Activities Program authorized by Section 701 of the Housing Act of 1954, as amended.

must flow smoothly into Person Street. A convenient transition from Person Street to Bow Street already exists. The effect of this system would be largely a reversal of the present situation with a significant increase in traffic capacity. The four traffic lanes in the now overloaded Hay Street in effect be replaced by six east-west traffic lanes on the streets of the periphery of the core. The almost complete dependence presently placed on Hay Street would be reduced and indeed could be eliminated. Hay Street could then be developed in any way the city desires. Alternative possibilities and a recommended treatment for Hay Street will be discussed in the following section of this report.

Due to the unusual length of the CBD core, intermediate north-south crossings will be required. Existing streets and rights-of-way are narrow, but from an economical standpoint they must be utilized. Two major crossings extending from Rowen Street to Russell Street are proposed. One would be composed entirely of existing facilities--Donald, Anderson, and Union Streets. The pavement of Union Street will have to be widened and the alignment of the intersection at Maiden Lane smoothed out. The other major cross street would be Roy Avenue, extended along the present railroad right-of-way to Russell Street. Between Franklin Street and Maiden Lane, these cross streets would be one-way, Roy Avenue being one-way southbound and Donaldson-Anderson Street one-way northbound. The remaining sections of the cross streets would carry two-way traffic, thus allowing convenient access to the loop streets skirting the core and the parking areas. At some points in this system, two-way streets will run into streets that are one-way the opposite direction. From a traffic point of view, this is not an ideal situation. However, in all such situations in this system, there will be minimum conflict. There will be no left turns across the flow of traffic on the one-way street. All incoming traffic on the two-way segments of these cross streets will have to make right turns onto Franklin Street or Maiden Lane. Such traffic movement can be handled efficiently with proper channelization. The value of having the outer sections of the cross streets carry traffic in two directions outweighs the minimal conflict that would occur at these intersections.

In addition to locking certain necessary street connections, the Central Business District can have excessive and obsolete streets that contribute to confusion and congestion. As well as being capable of following the efficient movement of traffic, a good circulation system must also be clearly defined and easily understood by the average motorist. Many of the "former streets, roads and passages," which did not interfere with the regularity of the "principal streets" and thus were allowed to remain when the original plan was dropped in 1783, are now obsolete and unnecessary for the movement of vehicular traffic. These are: Maxwell Street between Franklin and Hay, Burgess Street between Hay and Old, Pittman Street between Franklin and Hay, Bass Street between Robeson and Winslow, the Maiden Lane connection to Hay Street, and the present alignment of Roy Avenue between Hay Street and Maiden Lane. It is recommended

that these streets either be discontinued for traffic use or de-emphasized and used for providing service access only. The specific proposals are shown on Plates 7 and 8.

In light of the distance between Maiden Lane and Rowan Street, the location of the large Sears parking area, and the potential for future frame development, it is proposed that Mason Street be extended westward beneath the railroad to connect with Walter Street. This will provide two-way access for locations between Green Street and Bragg Boulevard and in particular will provide additional access to the Sears parking area which should reduce the traffic load on Maiden Lane.

The development of the street plan outlined above would provide the Central Business District with sufficient access capacity and efficient means for reaching off-street parking areas with no dependence upon Hay Street as a traffic moving facility. Hay Street could then be developed in whatever manner the city desired.

The demand for parking spaces in the CBD will more than double by 1980. Since most of the pavement on the major streets, particularly in the core, will be needed for the movement of vehicles, the bulk of this demand will have to be accommodated in off-street facilities. On the basis of the demands generated by the various activities, it is estimated that 5210 parking spaces will be needed to serve core activities, 3400 to serve frame activities. Those serving frame activities will be distributed largely in individual lots adjacent to the uses they serve. In the core this is not possible. In order to provide sufficient parking space within convenient walking distance of the core, increased use of parking garages will be necessary. Lots and garages serving the core should have easy access from the major streets and should be no more than 600-800 feet from the core. The more distant parts of these facilities should be allocated to long-term parking for downtown employees, leaving the spaces closer in for the frequent turnover parking of shoppers and clients.

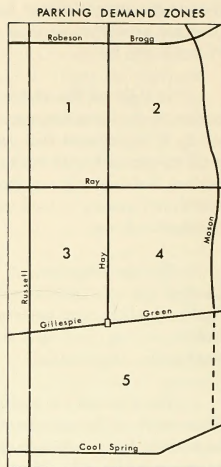
Although suggested sites for off-street parking facilities to serve the core are shown in Plate 8, there is a degree of flexibility in the final selection of sites. It is not so important, for example, whether a parking garage is located on a specific corner; it could serve the same function on another nearby site. The important factor is that the activities in the various sections of downtown will demand a given amount of parking space. The area in which all the parking serving the core is located has been divided into five zones. On the basis of projections in activity floor area, the number of parking spaces needed to serve each zone has been estimated as follows:

- Zone 1 - 800 cars
- Zone 2 - 880 cars
- Zone 3 - 1720 cars
- Zone 4 - 1010 cars
- Zone 5 - 800 cars

This does not mean that this many parking spaces must be provided within the boundaries of each zone. It does mean that this is the number of spaces necessary to adequately serve the activities in the zone. A large parking facility near a zone boundary can efficiently serve portions of two zones.

Considering the pedestrian-oriented nature of the CBD core, the most neglected aspect of circulation in downtown Fayetteville today is pedestrian movement. With the removal of vehicular traffic, Hay Street can take on a primarily pedestrian orientation with the provision of features for the comfort and convenience of the person on foot. Canopies, benches, landscaping, fountains, focal points of special interest, even a sidewalk cafe, would all contribute to the attractiveness of Hay Street as a pedestrian haven. If large parking facilities are located around the periphery of the core, special provisions will have to be made for the large numbers of persons moving between these facilities and the core itself. The closed portions of Maxwell and Pittman Streets provide good pedestrian access from major parking areas to the heart of the core. Also suggested are major pedestrian ways between Hay Street and the Sears parking area and the proposed parking structure behind the Methodist Church. Ray Avenue and Green and Gillespie Streets can improve their pedestrian features while remaining major traffic ways. The proposal, sponsored by the Junior Chamber of Commerce, to make Market Square a major congregating point for pedestrians, is a good one and within the context of the downtown plan should be implemented.

Building service will continue to take place largely at the rear of the buildings. In some blocks interior service courts have been retained. In other cases where parking structures have been located adjacent to other buildings, portions of the ground level of the parking structure could be devoted to building service. In the case of a few existing establishments, it may be necessary to retain some on-street loading in off-peak hours. This should be kept at a minimum. Plans for new buildings in the CBD should show provisions for off-street service space before they are approved.



The number of persons arriving in the CBD by public transportation daily is expected to double by 1980. Present bus routes all focus on the Market House and Hay Street. With the increased concentration of pedestrian activity in the core, Hay Street should continue to be a major destination point for public transportation. The recommended treatment of Hay Street, to be discussed in the following section, is in part based upon this assumption.

In addition to being the major focus for public transportation originating outside the CBD, facilities should also be provided on Hay Street for public transportation with both origin and destination in the core. Some means of transit, such as a "shuttle bus" or "mini-bus," will be needed to provide transportation up and down the length of Hay Street during shopping hours. The provision of such service will facilitate comparison shopping activities and do much to unite a core that is now divided.

The Future of Hay Street--Alternatives and Recommendations:

With the present dependence on Hay Street as a traffic carrying facility eliminated, which is necessary if downtown is to function properly, the City of Fayetteville is faced with an important decision--what to do with Hay Street? In this section, six possible alternatives are evaluated. These are illustrated schematically in Plate 9. All will be viewed in the context of the proposed circulation system described above. The evaluations will not consider the visual implications of these alternatives; architectural and landscape details would contribute significantly to the overall effect of any alternative. While the provision of a canopy would be possible in any alternative, there would be a different degree of flexibility in canopy design with the different alternatives.

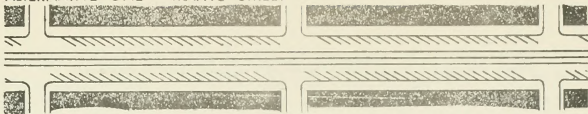
Alternative one: traffic street. In this alternative, Hay Street would remain substantially as it is today. The pavement would be used both for the movement and for the storage of vehicles. While the provision of the one-way streets skirting the core would in theory reduce the dependence on Hay Street as a traffic facility, in practice the street would remain congested due to the long established travel patterns and desires. Franklin Street and Maiden Lane would be second choices; the possibility of finding a parking space on Hay Street would attract most traffic there first. Reducing the number and direction of possible turning movements to the cross streets would help some, but the effect of this would be minimized due to the increased traffic volumes expected. Access via public transportation would be able to follow the same routes it follows today. The present conflicts between pedestrian and vehicular traffic would remain. Pedestrian movement along Hay Street would be confined to present sidewalk facilities; and movement across the street would conflict with the increased traffic flow. On-street parking would hinder the overall traffic capacity of the street. In effect, this alternative would not be an improvement over the present situation.

Alternative two: parking street. In this alternative, Hay Street would become one elongated parking lot. Parking capacity could be increased by changing to right angle stalls. Traffic flow would be limited to vehicles seeking parking spaces. Through traffic could be eliminated by making the two blocks at the ends of the street one-way outbound. Main traffic flows would be channeled into the proposed one-way system around the periphery of the core. The situation on Hay Street would become one of congestion and confusion, since it would likely remain a prime destination for potential parkers. One long strip does not offer an efficient parking situation. Pedestrian conflict with moving vehicles would remain. The problem of allowing for the easy flow of people along the length of the core would not be solved by this alternative.

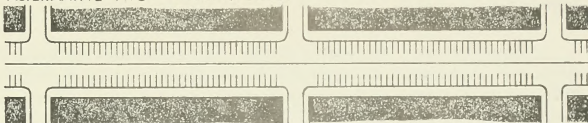
Alternative three: the modified street. Only modest change in the existing situation is implied by this alternative. Sidewalks would be widened and the curbside would be landscaped. Benches and other facilities for the comfort of the pedestrian could be provided more easily and attractively than they could within present sidewalk limitations. The extra pedestrian space would be achieved by the removal of the present on-street parking. Four lanes of traffic would remain on Hay Street, and their capacity would probably be increased with the removal of the conflict caused by on-street parking. The conflict in this alternative would come when the traffic on Hay Street finds its destination and has to get out to the peripheral streets to find parking facilities. The one-way streets around the core operate most efficiently in providing access to parking facilities when the traffic moves along their length, not when it tries to enter from the side at isolated points. When the traffic flows solely on the one-way streets, it has a continuous choice of parking locations. Since the main purpose of the CBD circulation system is not to move vehicles through the area but into places where they can park, this alternative does not pose the best solution.

Alternative four: pedestrian street--the mall. One proposal receiving widespread attention in many cities today is the pedestrian mall. In such a proposal for Fayetteville, all vehicular traffic would be barred from Hay Street. The entire area would be turned over to pedestrian use. The parallel one-way streets would be able to function optimally in providing access to parking facilities at the periphery of the core. Vehicular circulation in the CBD would be seriously hampered, however, by the removal of all cross traffic for the length of Hay Street. Circulation flexibility would be decreased considerably. As for the pedestrian, in the mall, he could cross from one side of the street to the other with no possibility of conflict with vehicles. The problem of the movement of people along the length of Hay Street would not be solved: the walking distance would continue to be excessive. Thus while comparative shopping across the street is facilitated, that along the length of the core is restricted. Access to the CBD via public transportation would have to be routed elsewhere away from the major destination points.

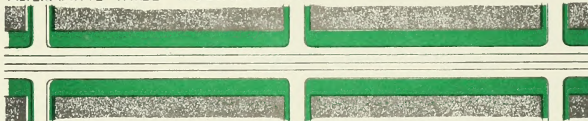
ALTERNATIVE ONE: TRAFFIC STREET



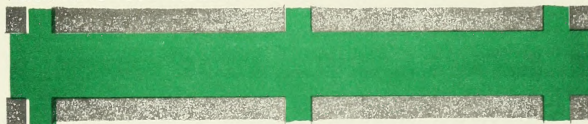
ALTERNATIVE TWO: PARKING STREET



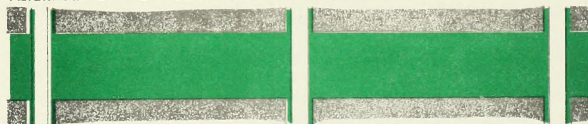
ALTERNATIVE THREE: MODIFIED STREET



ALTERNATIVE FOUR: PEDESTRIAN STREET - MALL



ALTERNATIVE FIVE: PEDESTRIAN STREET - PLAZAS



ALTERNATIVE SIX: TRANSIT STREET



Alternative five: pedestrian street--a series of plazas. While offering most of the advantages of the mall, this alternative does overcome one of its major drawbacks. Single blocks would be closed to vehicular traffic, but the cross streets would remain open. Much of the needed flexibility in the overall circulation pattern would be restored. Public transportation would still have to be routed elsewhere, and the movement of people along the length of the core would still be a problem.

Alternative six: the transit street. This alternative proposes that all private vehicular traffic be removed from Hay Street. It will be able to move easily and conveniently on the one-way system proposed and will not need Hay Street. However, two traffic lanes will remain open for use by public transit and emergency vehicles. All bus routes serving the CBD would be brought directly into the heart of downtown. Bus stops would be provided in the middle of each block. In addition, this alternative allows the use of "shuttle-buses" or "mini-buses" which would go back and forth along Hay Street and the first block of Person Street during shopping hours. The use of these facilities would reduce the pedestrian's walking distance and would thus help to unify the elongated core. It would be best if such service could be provided by the business establishments located along Hay and Person Streets; by facilitating the movement of customers, this would be a terrific advertisement for a revitalized downtown and its offerings. The pedestrian areas would be attractively landscaped with ample room for "leisure spots," special activities and so forth. Even with the expected increase in bus service to downtown, traffic on Hay Street would be very light so there would be virtually no conflict with the pedestrian crossing in the middle of the block. Thus with this proposal, the movement of people, both along and across the street, would be easy and convenient.

Recommended treatment of Hay Street. The transit street alternative is recommended for the improvement of Hay Street. While offering almost all the advantages of the other alternatives, it contains almost none of their disadvantages. It works well with the rest of the proposed circulation plan in offering the greatest flexibility and convenience in both access and internal movement. Better than any of the other alternatives it reconciles the disparity between the unusual length of the core and the orientation of its activities to the person on foot. As will be shown in Part Four, it is an alternative that does not require construction all at once; its development can be staged in conjunction with progress made on other parts of the overall circulation plan. Plate 10 presents a sketch view of the CBD showing the transit street proposal.

Aesthetic Dimensions of the Plan

Any physical change in the Central Business District will have an aesthetic dimension. If downtown is to live up to its potential, it must provide an at-

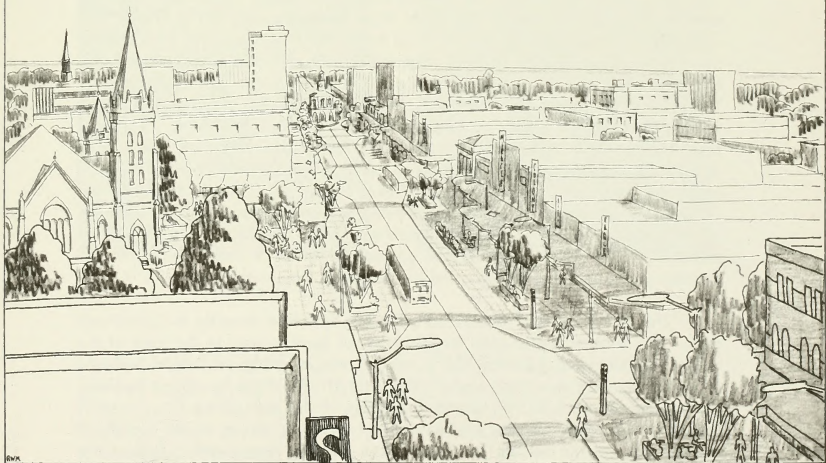


PLATE 10: SKETCH VIEW OF THE CENTRAL BUSINESS DISTRICT
SHOWING TRANSIT STREET PROPOSAL FOR HAY STREET.

tractive environment for working and shopping. As far as downtown establishments are concerned, good appearance is good business. But an attractive and pleasant environment is not a by-product of other efforts; it must be consciously sought in its own right.

It was mentioned above that the plan calls for appropriate settings for major public buildings. However, the visual quality of the CBD cannot rest solely on a few attractive spots. Individual merchants and property owners must do their part in improving and maintaining the appearance of their own buildings. New structural elements, whether provided by private interests (e.g., canopies) or by public bodies (e.g., "street furniture"), must be designed with more than bare economy in mind.

Little thought has been given in Fayetteville to the aesthetic potential inherent in the imaginative use of color and texture (for both pavement and structures). Landscaping is just beginning to be investigated. If downtown is to be truly an attractive place to be, these and other elements must be consciously considered in all proposed physical changes. This means the backs of stores as well as the main facades, the streets as well as the major pedestrian areas, the parking lots and garages, indeed all physical elements in the cityscape visible to the pedestrian and to the motorist. The potential presents a great challenge to downtown Fayetteville.

Two small areas within the Central Business District have recently received considerable attention with respect to their aesthetic potential. The Junior Chamber of Commerce has commissioned a plan for the improvement of Market Square (see Plate 11). The solution proposed by industrial designer William Baron and landscape architect Richard Moore, of Raleigh, calls for major changes. The level of the square itself would be lowered so that the island in which the Market House stands would be more prominent visually. This island, enlarged to a full circle and surrounded by a low wall, would be attractively landscaped and provided with sufficient pedestrian conveniences so that it could become a major meeting spot. The corners of Market Square would be rounded off and attractively paved and landscaped to provide an appropriate environment for the historic Market House. The use of water would enhance the beauty and visual interest of this area. Basically the proposed solution is compatible with the development plan for downtown and should be implemented as a part of it.

The second area to receive considerable attention recently is Cross Creek Park. The original sketch plan for this area has been revised in the light of the overall development plan for downtown. A new meeting-exhibition hall and off-street parking to serve it and the adjacent city functions have been included in the revised plan for the downtown section of the plan (Plate 12). A small formal garden, visible to the passing motorist on Green Street, would contribute significantly to the setting for Kyle House and the new meeting hall. The

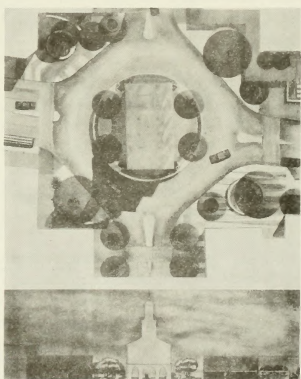
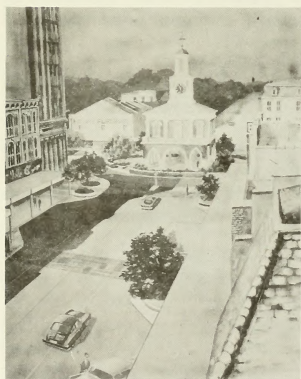
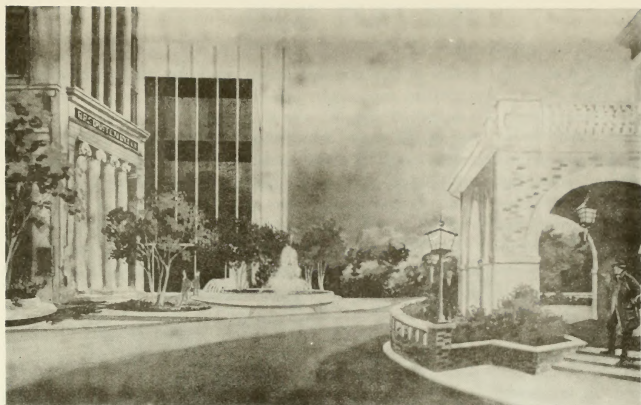


PLATE 11: **SKETCHES OF THE POTENTIAL IMPROVEMENT OF MARKET SQUARE** (Proposed by WILLIAM J. BARON, INDUSTRIAL DESIGNER, AND RICHARD MOORE, LANDSCAPE ARCHITECT, SUMMER, 1963). REPRODUCED BY COURTESY OF THE FAYETTEVILLE JUNIOR CHAMBER OF COMMERCE.

parking area on the corner of Bow and Ann Streets would be below grade for the most part, due to the sloping topography and would thus not detract from the park atmosphere. An important dimension to this plan is the opening of a vista from Green Street, one of the major approaches to downtown, to the historic First Presbyterian Church. Due to its close relationship with the intense activity of the Central Business District, it is recommended that this sector be the first within Cross Creek Park to be developed. The sketch plan shown is illustrative only; the final design of the meeting hall and this section of the park should be prepared by the joint effort of an imaginative architect and landscape architect. With these two major focal points, Fayetteville's Central Business District has an unusual potential for becoming an attractive city center.

Goals for the CBD: A Second Look

In Part One, it was stated that a plan for the Central Business District must be directed toward the realization of several basic goals. Eight such goals were mentioned. At this point, the general plan for the future development of the Central Business District should be reviewed briefly in terms of the stated objectives.

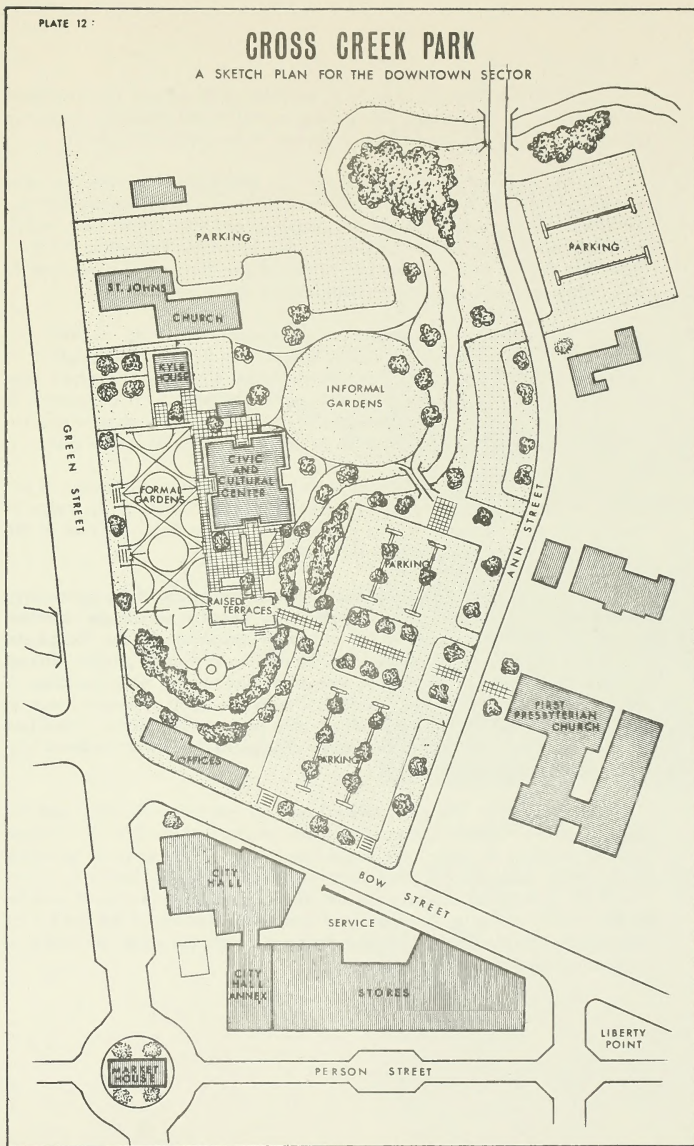
1. Accessibility. In terms of the Master Thoroughfare Plan, the CBD remains the focal point of Fayetteville's transportation network. Its position in terms of traffic will be improved. The proposed Loop Expressway would carry all through traffic around the CBD; only traffic with destinations there will need to enter the downtown area. Within the study area itself, the CBD plan calls for improved ease and convenience to the motorist in getting from the access routes to a clearly defined system of internal circulation and parking.

2. Flexibility of internal circulation. The plan proposes a clearly ordered and easily understandable system of internal circulation. Unnecessary streets have been eliminated to minimize the number of decisions the motorist must make and thus minimize confusion. The internal circulation system is composed of one-way facilities in and around the core and of two-way facilities in the frame where greater flexibility is needed for access and egress. Conflict between pedestrian and vehicular paths of circulation has been reduced with both being directly related to the activities they serve.

3. An integrated system of parking. Suggested locations of parking facilities have considered the needs of the users. Those facilities serving the core are clearly and easily accessible from the major circulation routes. Convenient pedestrian access from these facilities to the core (in terms of both distance and route) has been emphasized. The needs both of short term and long term parkers have been accommodated, with the short-term facilities being located nearest the core. Frame activities have different parking needs; for most such activities

CROSS CREEK PARK

A SKETCH PLAN FOR THE DOWNTOWN SECTOR



it is suggested that adequate parking be provided on the site of the individual establishment. In some cases, where these activities are clustered, larger adjacent parking lots can serve all the activities in the particular cluster.

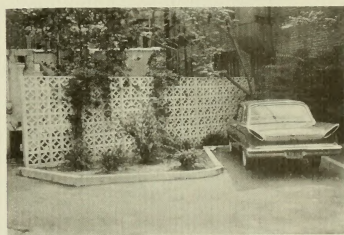
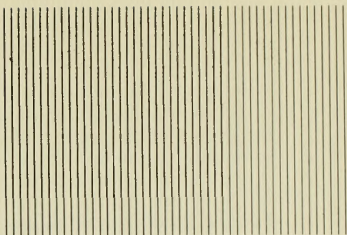
4. A functional arrangement of uses and activities. Downtown activities have been distributed in the plan in accordance with their needs and orientations. Those that are oriented largely to the pedestrian and that are to some degree dependent on having similar activities nearby have been located in the core. Those that do not need such concentration and are thus more independent in their locational requirements were distributed in the frame.

5. Maintenance of investment. As circulation and parking are improved, as the activities become better related and perform their functions better, as downtown becomes more attractive, the economic climate will improve considerably. As the CBD becomes an even more vital part of the community, it will be easy to attract new investments. It is more important to convince investors now of the terrific potential for development in the downtown area.

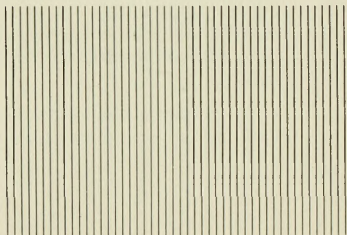
6. Range of choice. The plan assumes that greater specialization of activities will accompany growth in the Central Business District. The range of choice, not only in the variety of goods and services offered but also in the cultural outlets available, will be increased.

7. Visual order. In order to become the true focal point of the community, the CBD must be attractive as well as efficient. The plan encourages conscious concern for visual appearance on the part of all concerned with the change and improvement of downtown, whether they be public officials or private citizens and organizations. The creation of appropriate settings for major buildings is only part of the picture. The creation of individual spots of beauty, such as Market Square and Cross Creek Park, is only part of the picture. Conscious concern for appearance must permeate all changes in the downtown scene if a visual order is to be achieved.

8. Character. The plan does not call for extensive clearance and rebuilding in the downtown area. The basic structure of the CBD is improved upon in the light of present and future requirements. The sense of historical continuity so evident in the area today should be enhanced. Useful structures should not be demolished simply because they are old. The prominent position of the Market House as the symbol of downtown, indeed as the symbol of Fayetteville, is intensified. The plan does not violate the unique character of downtown Fayetteville but enhances it.



PART FOUR
IMPLEMENTATION



IMPLEMENTATION

Merely proposing a plan for Fayetteville's Central Business District will not automatically solve its problems. This is only the first step toward a revitalized downtown. The next step is the adoption of the ideas presented in the plan by those public bodies and private organizations which will be involved in this implementation. Two dimensions of the implementation problem will be discussed briefly in this section. First, the plan cannot be achieved all at once; developments must be carefully staged over time. Second, the responsibility for implementing the plan does not belong to any single group; the cooperative effort of local governmental officials and private interests, both individuals and organizations, is a prerequisite for success.

The Staging of Development

The physical relationships shown in the plan do not represent the ultimate end state to be sought for downtown Fayetteville. The CBD will change and develop before the 1980 target date of the plan, and it will continue to change and develop after that date. The intent of the plan is to present a framework for growth that is sound but also flexible. Unpredictable changes in our way of life may, at some future time, require modifications in the direction taken by the plan. The basic structure of the plan should be sound enough to stand firm and not fluctuate in the breeze of each individual whim, but flexible enough to be adopted to significant and deeprooted changes in living patterns.

The target date for the plan is arbitrarily set at 1980 in order to give a long range perspective to downtown needs and changes. The date attributed to the important first stage of downtown's development is 1970. While the plan is based on needs projected within these time limits, there is nothing magic about these dates. Work on implementing the plan should begin now. If Fayetteville and its CBD grow faster than the rates assumed in the projections, the necessary facilities will have to be provided sooner. Local officials will have to keep a close watch on actual growth rates as they schedule the needed public improvements.

The plan proposed herein for Fayetteville's Central Business District presents a basic structural framework and some fundamental guidelines for the future development of the downtown area. It presents basic ideas rather than detailed specifications. Although these details will have to be worked out later, some general recommendations for the staging of development will be made.

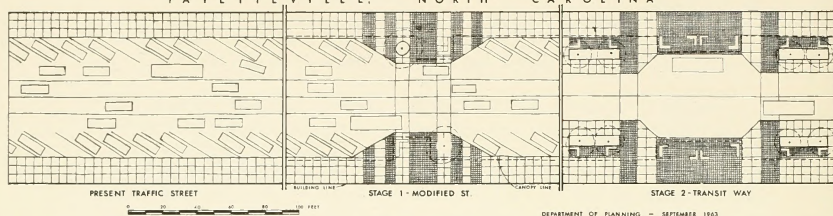
Probably the most crucial problem in downtown Fayetteville today is the overall circulation problem. This should receive immediate attention. Plate 13 indicates the priorities recommended for the necessary street changes (phase one by 1970, phase two by 1980). The basic one-way system of internal circulation serving the core should receive first priority. This will involve the acquisition of five new stretches of right-of-way: 1) the extension of Franklin Street to Dick Street, 2) the connection between Bow Street and Maiden Lane, 3) the extension of Maiden Lane to Cashwell Street, 4) the straightening and extension of Dick Street through to Bow Street. At the same time, vehicular traffic can be eliminated from the present alignment of Ray Avenue between Hay Street and Maiden Lane and reduced to service access along the block of Old Street from Burgess to Hay Streets. Robeson Street-Bragg Boulevard and Winslow-Hillsboro Street should be developed as a one-way pair according to the Master Thoroughfare Plan. Franklin Street would become one-way eastbound and Bow Street-Maiden Lane one-way westbound. Between Franklin Street and Maiden Lane, Ray Avenue would become one-way southbound and Donaldson-Anderson Street one-way northbound.

In the second phase of development, Bass Street, Pittman Street, one block of Maxwell Street, one block of Burgess Street, and the present link between Maiden Lane and Hay Street would be closed to vehicular traffic. Old and Burgess Streets would be reduced to a service loop. In this phase, the transition links between Hay Street and Franklin and Cashwell Streets at the western end of the core and between Franklin and Person Streets at the eastern end should be smoothed out. In the long run, these smooth transitions will be absolutely essential if the system is to operate efficiently. The extension of Mason Street to Walter Street would also occur in this phase of development.

During these periods, Hay Street will continue to change. It is recommended that the first phase in Hay Street's improvement take the form of a modified traffic street.¹ While the rest of the circulation system is being developed, Hay Street must remain open to two-way vehicular traffic. The modified traffic street form, by removing a few on-street parking spaces would greatly increase pedestrian comfort and convenience in the core. From this step, the transition to the transit street proposal for the second phase would be easy.

¹This is basically the proposal presented by William Baron and Richard Moore to the Downtown Fayetteville Association for the improvement of the 100 block of Hay Street.

RECOMMENDED IMPROVEMENTS OF HAY STREET FAYETTEVILLE, NORTH CAROLINA



Provision of adequate off-street parking must go hand in hand with improvements in the street facilities. Since the CBD now contains less adequate parking than is desirable, no staging recommendations will be made. Constant attention must be paid to parking needs. As space becomes available in the downtown area it must be evaluated immediately in terms of its potential as a parking site. The possibility of obtaining sites presently in other uses must also be investigated continuously. The urgency of this matter should be apparent. As traffic volumes demand more and more of the street pavement in the downtown area, on-street parking will have to be removed. This creates one demand for more off-street space. Secondly, the increasing number of vehicles themselves will need parking spaces; thus increased demand due to normal growth. From the estimates of future demand, it is clear that constant attention must be paid to the possibilities of providing off-street parking facilities throughout the time period encompassed by this plan.

Much of the proposed redistribution of activities within the CBD will occur naturally as the basic circulation framework is developed. In some areas, extra effort will be needed to remove some of the stumbling blocks. Those areas now used by the railroad offer such problems. It is recommended that negotiations with the railroad begin immediately to work out adequate solutions. In terms of the proposed plan it is desirable that the spurline be removed during phase one. The Ray Avenue extension could share the space with railroad tracks, but this would, of course, be less efficient than complete removal of the tracks in light of the overall circulation needs. Moving the railroad station to its proposed new location would not be necessary until the second phase of development. As the railroad activities are removed from Hay Street, these locations can be built up more intensely with appropriate core activities.

The most deteriorated section of the CBD core is along the blocks just east of the Market House on Person Street. As it will be necessary for right-of-

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA

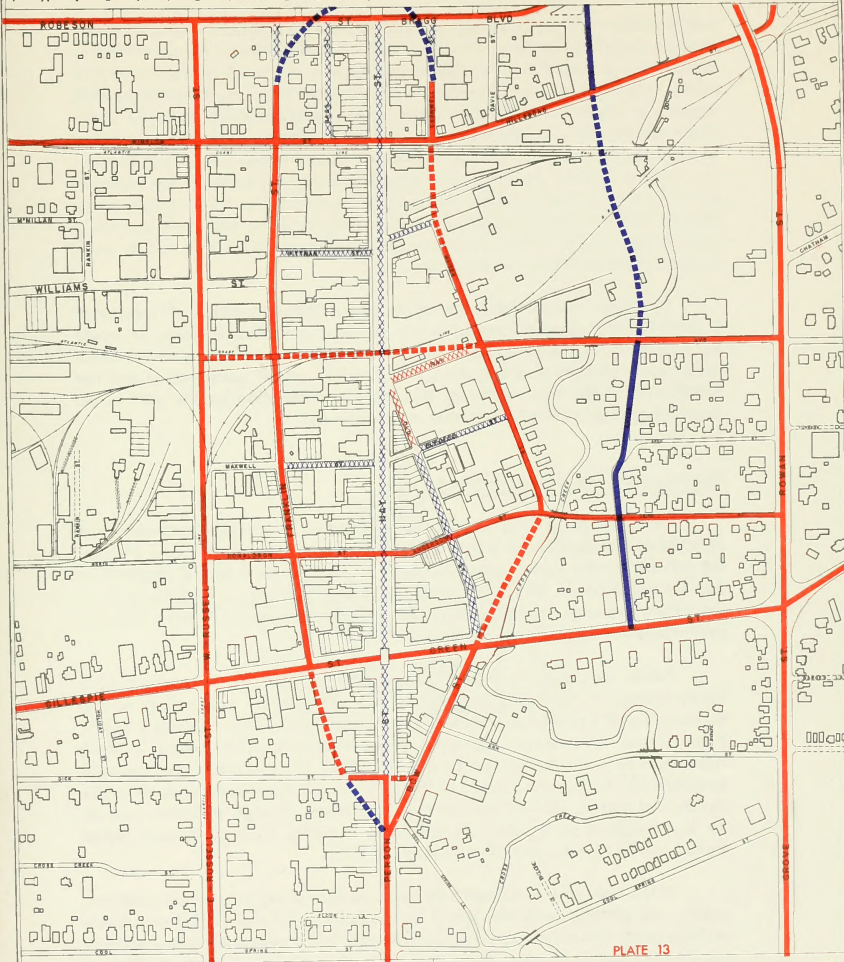


PLATE 13

LEGEND

PHASE ONE



MAINTAIN OR IMPROVE EXISTING ROW



CREATE NEW ROW



REDUCE OR ELIMINATE VEHICULAR TRAFFIC

PHASE TWO



PRIORITIES: MAJOR STREET CHANGES



0 200 400 600 800
Feet

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE, 1963

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

way extensions to be cut through these blocks during the first phase of development, a detailed plan for renewing these blocks should be drawn up within the context of the overall plan for downtown. Whether this renewal is accomplished solely by private resources or with the assistance of the Federal Urban Renewal Program is a question of local preference. Either approach can produce significant results. The important point is that these blocks will require some kind of renewal if they are to contribute at all to a revitalized CBD. The specific plans should account for the needed expansion of City Hall and for the improvement of adjacent Market Square. Renewal of these blocks and the accompanying enhancement of Market Square, preferably early in phase one, will provide a vivid image of a revitalized downtown Fayetteville, an image that will do much to spark other necessary developments.

In essence the revitalization of the whole CBD is a problem of "renewal." In addition to the redevelopment of the two blocks mentioned above, it would be possible to use other Urban Renewal procedures to accomplish, on a larger scale, other objectives of the plan. The possible use of conservation and rehabilitation methods is worthy of thoughtful consideration on the part of all those interested in the revitalization of downtown.

The Responsibility for Development

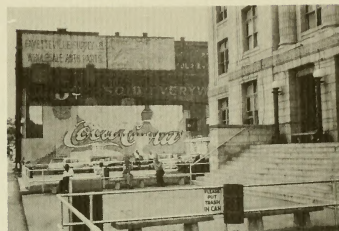
The major point to be made here is simply that the overall improvement of the Central Business District is both a private and a public responsibility. Neither the private nor the public sector can do it alone; there must be full cooperation and coordination of effort, this effort expended in a continuous process of evaluation, planning, and implementation. Sporadic action will not produce a revitalized downtown.

Public responsibility would include official adoption of a plan to guide future change in the CBD, support for that plan through appropriate zoning measures and the provision of municipal facilities to serve the area. The acquisition of new rights-of-way and improvement of street facilities within existing rights-of-way would be handled by public bodies. There is also a governmental responsibility for the appearance of the CBD through the maintenance of public streets and places, through sign control legislation, through an active concern for the design of such public provisions as benches, trash containers, street lights, traffic signals, and other "street furniture."

In the light of the necessity for quick action on the circulation problem, public and private cooperation will be needed to meet the present and future parking needs of downtown. While the responsibility for undertaking the necessary street improvements clearly falls in the public realm, it is doubtful that sufficient public funds will also be available for developing all the needed off-street

parking facilities. Consideration should be given to the creation of a private corporation, under the auspices of the Downtown Fayetteville Association, to assume the responsibility for filling some of the parking needs. The "park and shop" approach now being considered may be the solution. Such a contribution of private resources would tend to equalize the costs and benefits in a major cooperative attack on one of downtown's most serious problems.





APPENDIX SUPPLEMENTARY DATA



APPENDIX

SUPPLEMENTARY DATA

This appendix presents information, primarily in the form of plates and tables, intended to supplement the analysis in Part Two.

The data herein are to serve as reference material for the reader who wishes to have a more detailed summary of selected aspects of the problems and potentials of the Central Business District. As such, this material should be used in conjunction with the analysis in the text. Additional information on a block-by-block basis within the study area is on file in the Planning Department.

The format in this appendix follows that of Part Two: economic factors affecting the CBD, downtown uses and activities, circulation within the CBD and visual character and appearance.

ECONOMIC FACTORS AFFECTING THE CBD

Included in this section are data on Fayetteville's extensive trade area, population projections for 1970 and 1980, estimates of effective buying income and effective buying income per capita in Cumberland County 1940 - 1962, changes in indices affecting commercial activity in Cumberland County from 1950 to 1960, insured and public employment in the CBD and Cumberland County in 1960, and appraised land values (front foot) in the central part of the downtown area in 1963.

Plate A-1 illustrates the nine-county extensive trade area used in the Planning Department's report on The Economy of Fayetteville, N. C. It includes the counties of Bladen, Cumberland, Harnett, Hoke, Lee, Moore, Robeson, Sampson and Scotland. Fayetteville is the largest trade center within this area, but it is recognized that it may not be the dominant center throughout the entire area of each of these counties. Cumberland County, in the center of this extensive trade area, is used in this report as the primary trade area for downtown Fayetteville.

EXTENSIVE TRADE AREA

FAYETTEVILLE, NORTH CAROLINA



 CUMBERLAND COUNTY
PRIMARY TRADE AREA

source: Planning Department,
The Economy of Fayetteville, 1960



Table A-1 summarizes the Planning Department's projections for the populations of the City of Fayetteville, the planning area, Cumberland County, and the extensive trade area for 1970 and 1980. A more detailed summary of expected population growth and composition can be found in the report on Population, Technical Study Number 2, January, 1963. In the present analysis of the Central Business District, these projections were used in ratio projections for estimating the future space needs of activities within the downtown area. In order to fill the demands for goods and services of an increasing population, existing establishments will have to be expanded and new ones founded.

TABLE A-1
POPULATION PROJECTIONS, 1970-1980

	1960	1970	1980
<u>Fayetteville</u>	47,106		
High projection		72,000	110,000
Low projection		69,000	100,000
<u>Planning Area</u>	78,006		
High projection		115,000	168,000
Low projection		109,000	152,000
<u>Cumberland County</u>	148,418		
High projection		207,000	288,000
Intermediate projection		201,000	274,000
Low projection		197,000	261,000
<u>Extensive 9-County Trade Area</u>	467,483		
Single projection		546,000	639,000

Source: Planning Department

Table A-2 presents estimates of effective buying income in the Cumberland County primary trade area from 1940 to 1962. Increase in effective buying income is an important index of potential for future development of commercial activity within the primary trade area and the CBD as the major retail location within that trade area.

TABLE A-2

ESTIMATES OF EFFECTIVE BUYING INCOME
AND EFFECTIVE BUYING INCOME PER CAPITA,
CUMBERLAND COUNTY, 1940-1962

Year of Estimate	Total (000)	Per Capita
1940	\$ 16,777	N.A.
1941	21,394	N.A.
1942	25,554	\$ 416
1943	34,896	N.A.
1944	36,909	N.A.
1945	36,053	N.A.
1946	38,718	N.A.
1947	52,036	N.A.
1948	75,978	1035
1949	72,537	967
1950	82,937	985
1951	118,679	1083
1952	117,725	1038
1953	158,747	1370
1954	153,892	1319
1955	154,476	1236
1956	176,447	1311
1957	195,087	1419
1958	161,025	1163
1959	174,545	1240
1960	213,524	1404
1961	219,516	1380
1962	235,929	N.A.

Note: Estimates are given in actual dollars (not adjusted for inflation)
N.A.= figures not estimated that year.

Source of figures: Copyright Sales Management Survey of Buying Power; further reproduction is forbidden.

Table A-3 illustrates the great increase in retail sales in the Cumberland County primary trade area over the last two decades. The increase can be attributed to the factors considered in the two previous tables, population increase and the rise in effective buying income within the trade area. Trends in population, EBI, and retail sales are all upward, indicating a continued growth in commercial activity for Cumberland County. If downtown faces up to its problems and potentials, much of this increased activity can go to the CBD, but it must be recognized that a great deal will also go to shopping centers and highway-oriented business.

TABLE A-3

ESTIMATED RETAIL SALES VOLUMES,
CUMBERLAND COUNTY, 1940-1962

Year of Estimate	Total (000)
1940	\$ 10,879
1941	13,678
1942	13,981
1943	15,919
1944	17,320
1945	18,971
1946	25,242
1947	37,571
1948	41,538
1949	39,461
1950	61,864
1951	68,176
1952	85,438
1953	87,399
1954	81,697
1955	107,382
1956	126,130
1957	114,093
1958	110,578
1959	140,359
1960	132,555
1961	132,951
1962	142,515

Note: Estimates are given in actual dollars (not adjusted for inflation).

Source of figures: Copyright Sales Management Survey of Buying Power; further reproduction is forbidden.

Table A-4 summarizes the change in the various indices of commercial potential over the last decade. It will be noted that in this table the dollar figures have been adjusted for the effects of inflation (1940=100). The increase in EBI, EBI per capita, and retail sales within the Cumberland County primary trade area is still impressive.

TABLE A-4

CHANGES IN INDICES OF COMMERCIAL ACTIVITY
IN CUMBERLAND COUNTY, 1950-1960

Index	1950	1960	Amount of Change	% of Change
Population ^a	96,006	148,418	+ 52,412	+ 54.6%
Total EBI (000) ^b	\$ 48,352	\$ 101,210	+\$ 52,858	+109.3%
EBI/capita ^b	\$ 574	\$ 665	+\$ 91	+ 15.9%
Retail Sales (000) ^b	\$ 36,067	\$ 62,831	+\$ 26,764	+ 74.2%

^aSource: U. S. Census of Population.^bSource: Sales Management, Survey of Buying Power, Estimates adjusted for inflation (1940 = 100) by Planning Department.

Table A-5 presents data on the number of insured and public employees in the CBD and in Cumberland County, 1960. Employment figures listed are those collected for a research project under the direction of Professor John W. Horn, Department of Civil Engineering, North Carolina State, The University of North Carolina at Raleigh. Original sources were the listings of the N. C. Employment Security Commission and personal interviews conducted by the staff of the research project.

It must be noted that not all employment in the county is included in this summary. The total figure is considerably smaller than that given by the U. S. Bureau of the Census for 1960 employment. There are two reasons for this: first, much of the employment in the county is not insured and thus is not covered by the Employment Security Commission's lists. Also, even in those categories of employment that are covered by the E.S.C., many small firms were not covered by the listings. This table, then, lists insured and public employment only, not all employment in the county.

These figures do, however, present a fairly good picture of the large employers in the county. An additional advantage in using these, instead of census, figures is that it is possible to pinpoint the location of each employer, thus determining the employment opportunity in various zones of the urban area. Employment figures were attributed to the CBD study area by the Planning Department from the original data provided by the staff of the research project. Likewise, the Planning Department attributed each employer to an activity classification in order to get a clearer picture of the composition of employment opportunity in the CBD study area. (This classification system is explained in detail in the following section of the Appendix on downtown uses and activities).

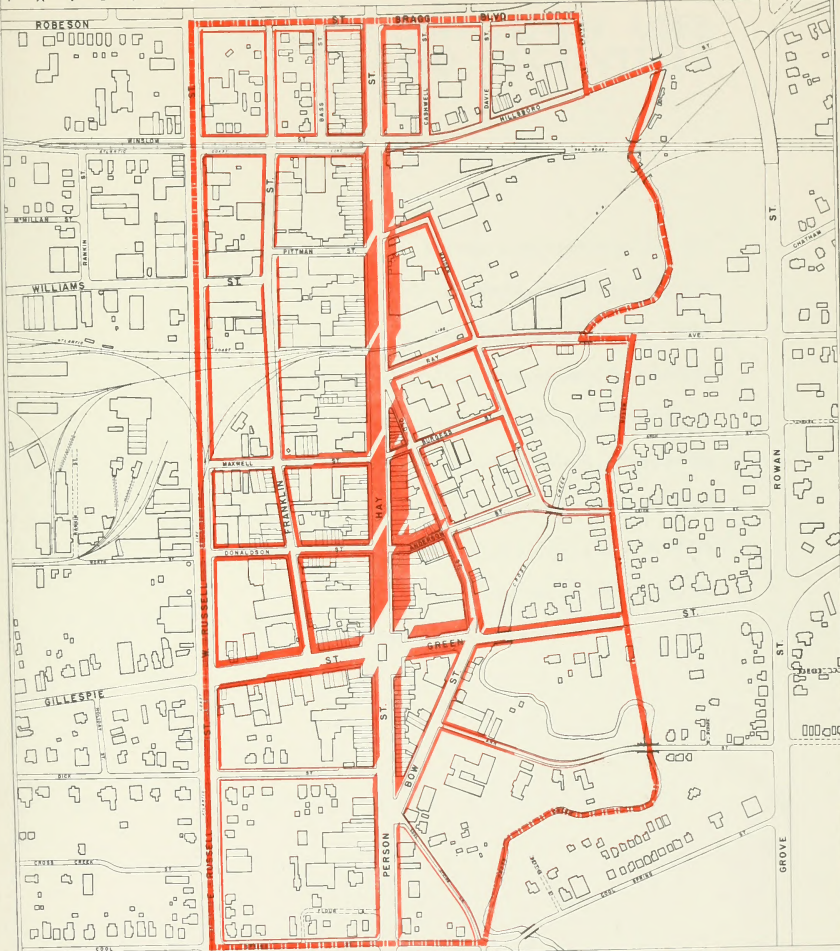
TABLE A-5

INSURED AND PUBLIC EMPLOYMENT, CUMBERLAND COUNTY
AND FAYETTEVILLE CENTRAL BUSINESS DISTRICT, 1960

Activity Category	CBD	Cumberland County
Dependent Retail Trade:		
General stores	820	989
Specialty stores	382	430
Administrative, Financial, Advisory Services:		
Administrative services	87	214
Financial services	440	487
Advisory services	349	627
Convenience Trade and Consumer Service:		
Convenience trade	154	628
Consumer services:		
Personal services	500	1754
Amusement services	71	203
Communication services	319	461
Office services	72	126
Independent Retail Trade and Repair Services:		
Independent retail trade	653	1292
Repair services	179	901
Wholesale, Transportation, Industry:		
Wholesale	217	763
Transportation	95	431
Industry	59	3982
Public and Institutional:		
Governmental	447	1197
Religious	----	----
Educational and cultural	29	831
Other institutional	17	1000
Temporary (not classified)	----	146
TOTAL	4890	16462

Plate A-2 illustrates graphically the range of land values within the central portion of the downtown area. A reappraisal of downtown property is currently being undertaken and the only figures available at this time are front foot values. For the purposes of this report, these are sufficient to illustrate the large investments now committed in the Central Business District.

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA



LEGEND

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1000-
0

DOLLAR VALUE PER FRONT FOOT

APPRAISED LAND VALUES - 1963

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE, 1963

The preparation of this map was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954 as amended.

0 100 200 300 400 500
FEET

SOURCE - SOUTHERN APPRAISAL COMPANY, GREENSBORO

DOWNTOWN USES AND ACTIVITIES

Included in this section of the Appendix are detailed data on the CBD Activity Classification System, the distribution of establishments and floor space by floor level, the locations of activities on the second floor and above, a note on the nature and range of projections for future CBD space needs, and the division of the study area into two zones, the core and the frame.

CBD ACTIVITY CLASSIFICATION SYSTEM - BUILDING USES ONLY

This is the activity, or building use, classification system applied in the analysis of existing conditions in the Fayetteville Central Business District study area. Illustrations for each category include only those that existed in the study area in July, 1962. This system is intended to apply only to the use of structures, not to the use of grounds. The desirability of having a small number of categories made it necessary to combine activities into fairly broad groups. It was attempted to make these groups as similar as possible in type and orientation.

- I. RESIDENTIAL
All "permanent" residential uses. This includes single family dwellings, duplexes, multiple dwelling buildings (apartments), and rental rooms. It does not include "temporary" residential uses such as hotels, motels, tourist homes.
- II. DEPENDENT RETAIL TRADE
Establishments selling low bulk general and specialty items. These are pedestrian-oriented shops, the smaller ones depending on a cluster of similar stores in the same location to facilitate comparison shopping. They are usually found in the core of the Central Business District or in large shopping centers.

- A. General: establishments selling broad range of general merchandise items, such as department stores, variety and sundries stores.
- B. Specialty: establishments specializing in single item merchandise, such as clothing, shoes, gifts, jewelry, notions, fabrics, records, sewing machines, cameras, cigars, flowers, optical goods, sporting goods and military goods.

III. ADMINISTRATIVE, FINANCIAL, AND ADVISORY SERVICES

Establishments of an office character which supply specific services to the public or portions thereof.

- A. Administrative Services: office establishments performing broad management duties in the conduct of business, industry, or welfare (Office function separate from the production or business function; this would not include offices in a business establishment or in an industrial plant performing management duties only for the activities undertaken on the premises.), such as administrative offices for utility, business, or industrial firms, or for non-governmental social welfare organizations (e.g., Red Cross).
- B. Financial Services: establishments engaged in providing monetary services to the public, such as banks, brokers, credit and finance companies.

- C. Advisory Services: establishments engaged in providing specialized professional or business advice to the public such as accountants, lawyers, doctors, dentists, optometrists, chiropractors, architects, engineers, surveyors, realtors, insurance agents, magistrates, justices of the peace, dietitians, chamber of commerce, credit bureau, farm bureau.

IV. CONVENIENCE TRADE AND CONSUMER SERVICE

Establishments providing the goods and services needed for the daily activities of individual persons and other business establishments. For the convenience of the customer these should be easily accessible. Some require a downtown location, others do not.

- A. Convenience Trade: establishments providing the necessities of every day life to individuals, such as drug stores, food stores, bakeries, liquor stores.
- B. Consumer Services: establishments providing immediate or contract services to individuals or business.
1. Personal Services: establishments providing services pertaining to the person or to his apparel and personal effects, such as restaurant, bar, laundry, dry cleaner, shoe repair, tailor, barber shop, beauty parlor, hotel, tourist home, photo studio, travel agency, ambulance service, funeral home.

2. Amusement Services: establishments providing entertainment as a commercial activity (as contrasted to public play or recreation (areas), such as theatres, billiard parlors, private club, U.S.O.
3. Communication Services: establishments engaged in transmitting written, oral, or visual information, such as newspaper, radio, telephone, telegraph.
4. Office Services: establishments providing services to other firms directly related to the conduct of business such as bookkeeping, stenographic services, tax services, advertising agency, sign making, printing and engraving services, photographic services.

V. INDEPENDENT RETAIL TRADE AND REPAIR SERVICES

Establishments engaged in the sale and/or repair of items of greater bulk and often higher price than those in the Dependent Retail Trade category- These are usually "one-stop" establishments with a vehicular rather than pedestrian orientation. The locations of such establishments are usually independent; they do not depend on cluster locations. Such uses often locate in the "frame" around the CBD core or at other vehicular oriented locations.

- A. Independent Retail Trade: establishments selling "one-stop" shopping items usually of greater bulk and often of higher price than items in the Dependent Retail Trade category, such as furniture, appliances, antiques, office and business equipment, heating equipment, paint, building materials, hardware, keys and locks, fertilizer, surplus

goods, used clothing, pawn shop, saddle shop, new cars, used cars, used trucks, auto supply, tires, motorcycle sales.

- B. Repair Services: establishments engaged in the installation, or repair, or restoration of structures, furnishings, or mechanical or electrical equipments, such as radio and TV repair, juke box repair, refrigeration and heating, appliance repair, sew repair, plumber, exterminator, upholstery repair, gasoline service station, auto repairs (all types), bicycle repair, motorcycle repair.

VI. WHOLESALE, TRANSPORTATION, AND INDUSTRY

- A. Wholesale: establishments engaged in either wholesale trade or warehouse and storage operations, such as petroleum bulk storage, coal and oil dealers, wholesale sales (of any product).
- B. Transportation: establishments engaged in the movement of people and goods, such as railroad station, railway express depot, moving and storage firms, taxi stands.
- C. Industry: establishments engaged in the manufacture of products. Buildings on the production site used for storage of raw materials prior to processing and storage of the finished product pending distribution would be included.

VII. PUBLIC AND INSTITUTIONAL

- A. Governmental: establishments performing administrative duties in the conduct of government at the local, state, or national level.

- B. Religious: buildings for the performance of religious functions and other activities of the religious institution.
- C. Educational and cultural: buildings for the performance of educational and cultural functions.
- D. Other Institutional: institutional, public, or semi-public establishments not included in the above, such as American Legion, various lodges, Y.M.C.A., 4-H Club, animal hospital.

VIII. VACANT

Store or office space not presently in use.

Table A-6 summarizes the distribution of establishments and floor area in the CBD by floor level. Plates A-3 and A-4 illustrate the locations of activities above the ground floor in July, 1962. (Distribution of activities on the ground floor is shown in Plate 3 in the main text.)

TABLE A-6

NUMBER OF ESTABLISHMENTS AND FLOOR AREA BY ACTIVITY
CLASSIFICATION, CBD BY FLOOR LEVEL, 1962

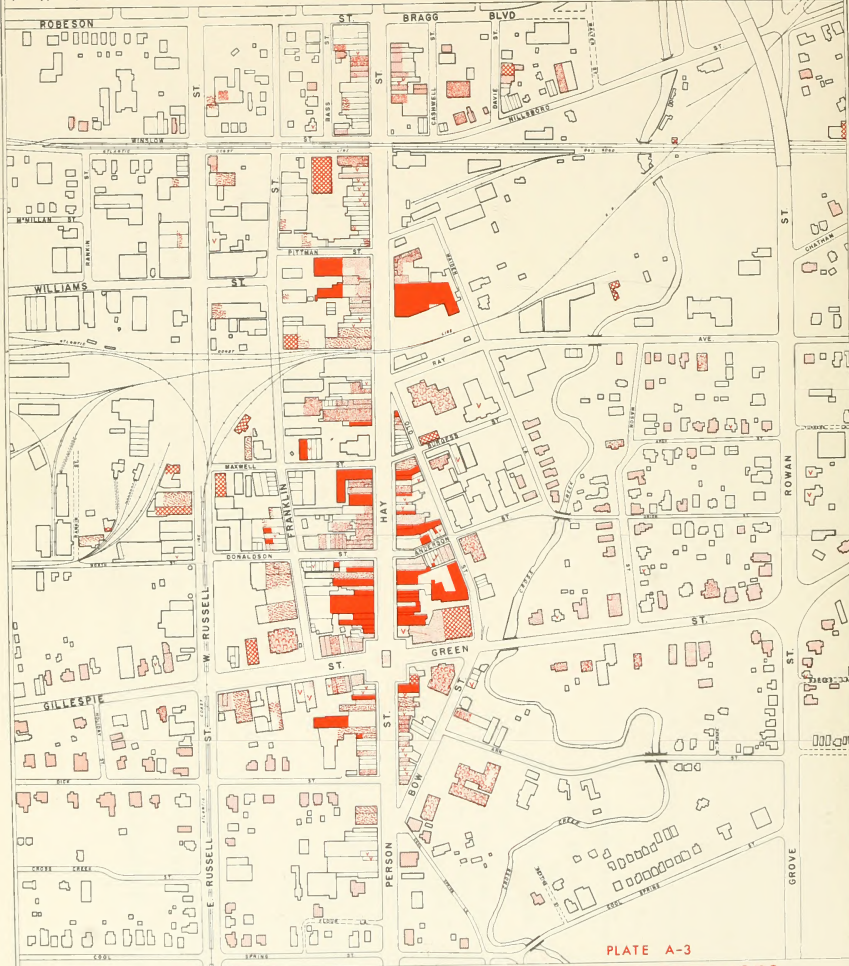
	Ground Floor			2nd Floor			Above 2nd Floor			Total	
	No. Estab.	Floor area		No. Estab.	Floor area		No. Estab.	Floor area		No. Estab.	Floor area
II. Dependent Retail Trade	86	311,000		0	145,000		0	54,000		86	510,000
III. Administrative, Financial, Advisory Services	96	158,000		68	109,000		57	93,000		221	360,000
IV. Convenience Trade and Consumer Services	156	358,000		13	112,000		2	90,000		171	560,000
V. Independent Retail Trade and Repair Services	111	640,000		1	111,000		0	9,000		112	760,000
VI. Wholesale, Transportation and Industry	39	232,000		1	43,000		0	5,000		40	280,000
VII. Public and Institutional	25	176,000		8	88,000		4	26,000		37	290,000
VIII. Vacant	---	84,000		--	95,000		--	21,000		---	200,000
TOTAL	513	1,959,000		91	703,000		63	298,000		667	2,960,000
TOTAL IN USE (excluding VIII)	513	1,875,000		91	608,000		63	277,000		667	2,760,000

Notes: 1) This summary does not include residential uses.

2) If a single establishment covers two or more floors, it was counted only once and attributed to the lowest floor.

Source: Planning Department survey, July, 1962.

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA



LEGEND

- | | | | |
|--|---|--|--|
| | DEPENDENT
RETAIL TRADE | | PUBLIC AND
INSTITUTIONAL |
| | ADMINISTRATIVE, FINANCIAL,
AND ADVISORY SERVICES | | WHOLESALE, TRANSPORTATION,
AND INDUSTRY |
| | CONVENIENCE TRADE
AND CONSUMER SERVICES | | RESIDENTIAL |
| | INDEPENDENT RETAIL TRADE
AND REPAIR SERVICES | | VACANT |

Source: Planning Department, June 1963

PLATE A-3

SECOND FLOOR USES

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE, 1963

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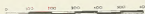
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PLATE 4

ABOVE SECOND FLOOR USES

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE, 1963

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LEGEND



DEPENDENT
RETAIL TRADE

ADMINISTRATIVE, FINANCIAL
AND ADVISORY SERVICES

CONVENIENCE TRADE
AND CONSUMER SERVICES

INDEPENDENT RETAIL TRADE
AND REPAIR SERVICES



 PUBLIC AND INSTITUTIONAL
 WHOLESALE TRANSPORTATION AND INDUSTRY



Source: Planning Department Survey, July, 1962.

A NOTE ON PROJECTIONS.

Future space needs for the various "business" activities (II, III, IV, V) in Fayetteville's CBD could not be projected directly. It was necessary to use ratio methods, that is, methods which relate present floor space to a given index and then determine future floor space from the projection of that index. Both direct and indirect ratio projections were used for estimates of future CBD space requirements.

The direct methods derive a ratio of existing CBD floor space to a given index of economic growth (e.g., population, EBI, etc.). The present ratio is then applied to projections of the given index in order to estimate future space needs. At least two assumptions are inherent in these methods: 1) that floor space will increase at the same rate that the given index increases, and thus 2) that the CBD's share of the planning area's total floor space will remain constant. Such assumptions are not wholly realistic. In the light of some of the changing trends in shopping habits discussed above, estimates derived by the direct methods may be high. On the other hand, the methods have some validity in that they are based on known relationships uncolored by subjective evaluations of change. Direct projections for the three "commercial" categories (II, IV, V) utilized ratios of CBD floor space to the following indices: Cumberland County primary trade area population, extensive trade area population, effective buying income and EBI/capita in Cumberland County primary trade area, Cumberland County retail sales volumes, and insured-public employment in the CBD. Projections for the "office" category (III) related CBD floor space to: the population of the Cumberland County primary trade area and the extensive trade area; U. S. Census figures for county employment in the finance, insurance, and real estate industry group; and insured and public employment in the CBD. The validity of the individual projections varies with the validity of the index.

Like the direct methods, the indirect projection methods utilize a ratio of floor space, this time total planning area floor space, to a given growth index. Applying this ratio to the growth projections of the index yields an estimate of total space needed within the planning area for the given time period. This, likewise, assumes that floor area needs will increase at a rate similar to that of the index (e.g., population), an assumption that is more palatable when we are dealing with the large planning area than when we are dealing only with the small and confined CBD study area. Most of the changes that will affect the floor area distribution in the planning area will take place within the planning area itself; on the other hand, many changes that will affect floor area in the CBD will occur outside the boundaries of the CBD. Once the planning area totals are projected, further assumptions are made about the share of the increase that is likely to be attracted to the CBD. These assumptions thus allow the consideration of trends that may affect the distribution of the increased floor area

These indirect ratio projections, then, are only as valid as the evaluation of trends which forms the basis for assumption. In this analysis of the potential of Fayetteville's CBD, such evaluation not only considered the general (and unquantifiable) trends in shopping habits but also local commitments in terms of commercial facilities already under construction or on the drawing boards, which would immediately consume a portion of the projected planning area total. The proportion of total activity floor area presently in the CBD contributed to the evaluation of trends. Also considered was the generative power of the particular activities. For example, the location of a large department store stimulates the growth of small specialty shops in its vicinity. Other uses do not have such power to generate growth. In other words, general locational tendencies were also weighed in the evaluation and assumptions.

Indirect projections of CBD floor space utilized only indices of the Cumberland County primary trade area. The "office" category projections utilized only the population ratio, while the "commercial" categories were also treated in terms of the effective buying income, EBI/capita and retail sales volume indices.

The range of the projections for 1970 and 1980 for each of the "business" activities is shown in Table A-7. The floor space needs chosen as a basis for the design of the plans are included in Table 4 in the text.

TABLE A-7
RANGE OF PROJECTIONS, FLOOR SPACE FOR
"BUSINESS" ACTIVITIES IN CBD, 1970 - 1980

Activity Classification	1970		1980	
	Square Feet			
II. Dependent Retail Trade	590,000 -	720,000	690,000 -	990,000
III. Administrative, Financial, and Advisory Services	420,000 -	500,000	490,000 -	700,000
IV. Convenience Trade and Consumer Services	650,000 -	790,000	770,000 -	1,090,000
V. Independent Retail Trade and Repair Services	870,000 -	1,060,000	970,000 -	1,460,000

Plate A-5 indicates the boundaries of the Central Business District core and frame in 1962 and notes small areas for the expansion of core activities by 1980. Table A-8 gives the total floor area attributed to each zone. Several qualifications should be made about the areas and figures shown. First, not all

TABLE A-8
CBD FLOOR AREA DISTRIBUTED TO
CORE AND FRAME, 1962 - 1980

Zone	Total Floor Area in Zone (square feet)	
	1962	1980
Core	1,810,000	2,170,000
Frame	950,000	1,760,000
CBD TOTAL	2,760,000	3,880,000

ground area within the core (for both dates) is occupied by buildings housing core activities. Much of the area is now devoted to parking lots, garages, and service areas. Secondly, the floor area figure for 1962 represents all uses within the so-called core blocks, not just core activities. The actual core is smaller than the area delimited by block edges. The plan for 1980 calls for a readjustment of uses within the core blocks so that almost all the building areas will be core activities. Thus, the increase in floor space devoted to core uses will be greater than that indicated in Table A-8. Compare the map of existing uses (Plate 3) with the plan map (Plate 7).

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA

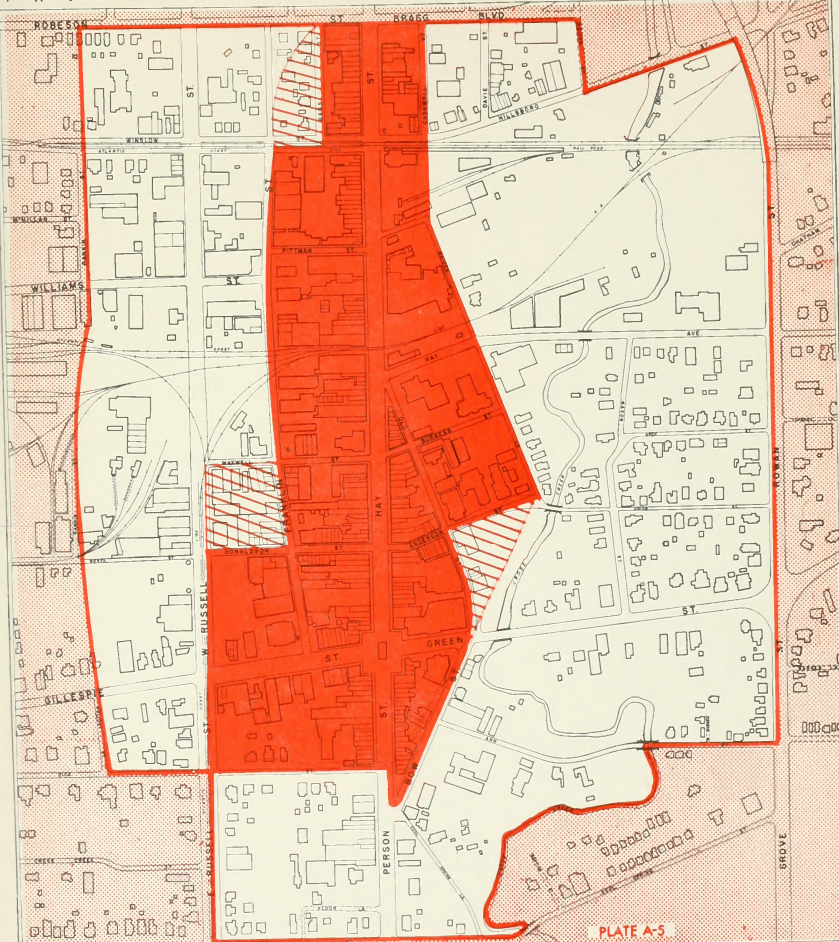


PLATE A-5

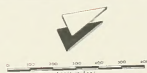
CORE AND FRAME

LEGEND

- CORE BLOCKS, 1962
- EXPANSION OF CORE, 1980
- FRAME BLOCKS

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE, 1983

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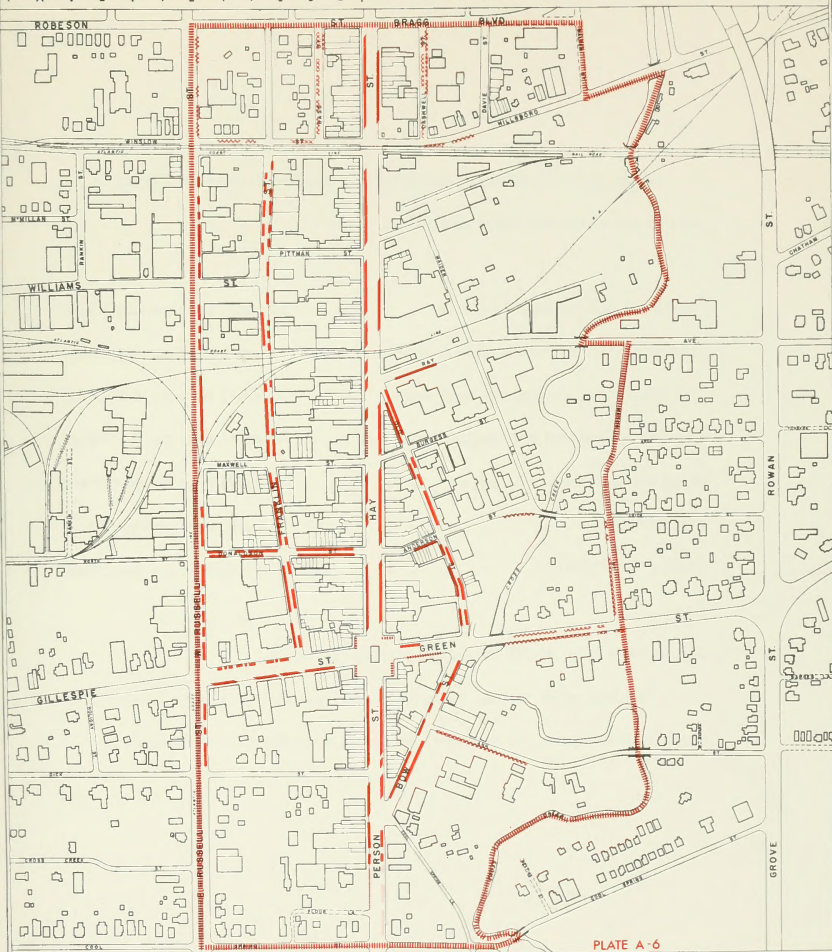


CIRCULATION WITHIN THE CBD

Included in this section are illustrative data showing the locations of on-street parking spaces and bus routes within the Central Business District.

Plate A-6 shows the 1962 locations of on-street parking spaces within the effective limits of a parking zone serving the CBD. Of the 815 on-street spaces, 35 were metered spaces with a limit of less than one hour, 625 were metered spaces with a one-two hour time limit, 20 were unmetered spaces with a posted limit of one-two hours, and 135 were unmetered spaces with no posted limit.

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA



LEGEND

- METERED PARALLEL PARKING
- - - 30 MIN. LIMIT
- - - METERED ANGULAR PARKING
- - - 12 MIN. LIMIT
- ~~~~~ UNMETERED SPACES - NO POSTED LIMIT
- ~~~~~ UNMETERED SPACES - POSTED LIMIT

ON-STREET PARKING-1962

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, N.C.
JUNE, 1962

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Plate A-7 illustrates bus routes serving the downtown area. Seven of the nine routes serve Hay Street as follows:

Honeycutt and Country Club route	54 daily trips on Hay Street
Branson Street and VanStory Hills route.	11 daily trips on Hay Street
West Rowan and Morganton Road route.	22 daily trips on Hay Street
Murchison Road and Wilmington Road route	86 daily trips on Hay Street
Bragg Boulevard route	30 daily trips on Hay Street
Welmar route.	10 daily trips on Hay Street
Raeford Road route	14 daily trips on Hay Street

This makes a total of 227 trips daily serving Hay Street.

The two other routes, Hope Mills and Massey Hill-Person Street, both reach Market Square, so in effect, all routes serve the core of downtown.

CENTRAL BUSINESS DISTRICT FAYETTEVILLE, NORTH CAROLINA

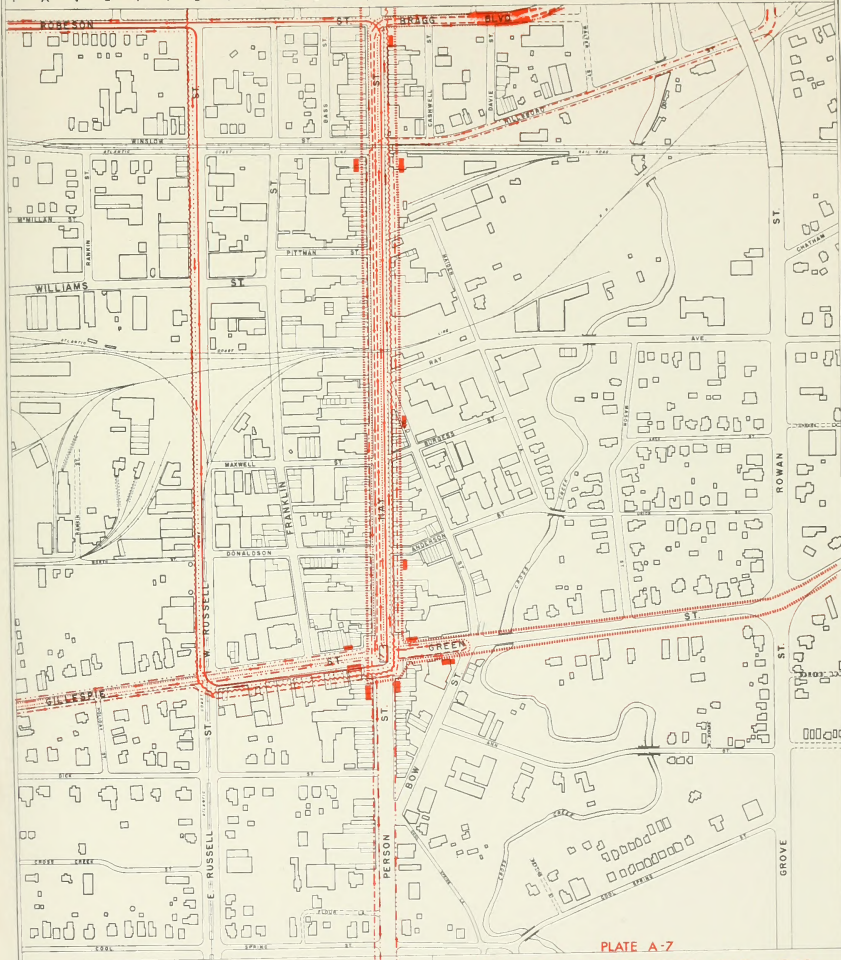


PLATE A-7

LEGEND

- BUS STOPS
- - - - - HONEYCUTT & COUNTRY CLUB
- - - - - WEST ROWAN & MORGANTON RD.
- - - - - WELMAR
- - - - - BRAGG BLVD.
- - - - - BRANSON ST. & VANSTORY HILLS
- - - - - RAIFORD RD.
- - - - - MASSEY HILL & PERSON ST.
- - - - - MURCHISON & WILMINGTON RD.
- - - - - HOPE MILLS

Source: CARLE TRANS-TRAFFIC CONSULTING, INC.

BUS SERVICE TO THE CBD - 1963

DEPARTMENT OF PLANNING
CITY OF FAYETTEVILLE, NC
JUNE 1963

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0 100 200 300 400 500
Feet

VISUAL CHARACTER OF THE CBD

Included in this section are sample
copies of the two survey forms used in the
study of the visual quality and character
of the Central Business District.

Reproduced in this section are sample copies of the forms used in the survey of noteworthy building and sites and in the general visual survey. (Answer spaces in the forms have been condensed for reproduction in this report).

The survey of noteworthy buildings and sites was used to record information on distinctive features throughout the CBD study area. The design of the survey form itself drew heavily on the work of Stephen W. Jacobs and Barclay G. Jones (City Design Through Conservation, Volume 1, Berkeley: University of California, 1960, preliminary draft, mimeographed). The survey benefited greatly from the contributions of several local architects and historians (see "Acknowledgements," page vi).

The general visual survey was applied only to the major streets in the core (Green, Hay, Gillespie, Person) and to Market Square. Evaluations were given for block units, not for individual structures or spaces. Several local architects also contributed their time to this survey.

SURVEY OF NOTEWORTHY BUILDINGS AND SITES

Name of bldg. or site (if any) _____ Present owner _____
 Street and Number _____ Original owner (if known) _____
 Date of construction (if known) _____ Architect (if known) _____

USE CLASSIFICATION (check appropriate use)

Type of Use	Present	Original if known	Possible future Use (or reuse)
Dwelling, single	_____	_____	_____
Dwelling, multiple	_____	_____	_____
Commercial (specify)	_____	_____	_____
Industrial (specify)	_____	_____	_____
Public (specify)	_____	_____	_____
Semi-public (specify)	_____	_____	_____
Religious	_____	_____	_____
Open park (active _____; passive _____)	_____	_____	_____
Cemetery	_____	_____	_____
Square	_____	_____	_____
Vacant	_____	_____	_____
Other (specify)	_____	_____	_____

SOURCE OF INTEREST (check all items that are appropriate)

1. Architectural (these can be modern as well as historical bldgs.)

A. Example of style or period (what)

Is it a unique example of this style in Fayetteville? _____

Is it one of several good examples of this style in Fayetteville? _____

Work of a nationally famous architect (who) _____

Notable work of a local architect (who) _____

Architectural curiosity or picturesque work (comment) _____

B. Object(s) of interest

General:

exterior _____

interior _____

use of materials _____

Noteworthy details:

doorway _____

ironwork _____

gates _____

roof _____

other (specify) _____

cornice _____

fence, wall _____

landscaping _____

facade _____

C. Desecration of original design

little or none _____ describe _____
 moderate amount _____
 considerable _____

2. Landscape

Distinctive topographic feature (specify) _____
 Trees or plants of special interest (specify) _____
 Example of good landscape design: _____
 Landscape architect _____
 Description _____

3. Historical

Associated with a single event (what) _____
 Associated with a recurring event (what) _____
 Associated with a significant personality (who) _____
 Associated with a major group (what) _____
 Is the historical object appropriately identified for the observer by a
 marker at present? _____ Yes; _____ No

4. Other (e.g., recreational, aesthetic, etc.--specify) _____

CONDITION (check appropriate condition)

Item	Good	Fair	Poor
Structure(s)	_____	_____	_____
Grounds (if any)	_____	_____	_____
Adjacent properties (including those across street)	_____	_____	_____
Is the building or site an intrusion on its environment?	_____ Yes; _____ No		

RANGE OF SIGNIFICANCE (check appropriate context)

Important in a state or national context ("supra-city scale") _____
 Important in an urban area context ("city scale") _____
 Important in a local neighborhood context ("sub-city scale") _____

COMMENTS:

(continue on back if necessary)

RATING (opinion of members of survey team)

_____ Excellent
_____ Good
_____ Fair

Members of survey team:

Date: _____

GENERAL VISUAL SURVEY

Surveyor _____ Black _____
Date _____ Street _____

1. View the street face of the block from two perspectives: 1) walking down the sidewalk on the street face of the given block; 2) walking down the sidewalk on the opposite side of the street. This survey is only concerned with what can be seen of the street face from these vantage points.

In your own terms, briefly give your impressions of the visual appearance of the street face of the block. What strikes you as aesthetically pleasing? What does not appeal to your aesthetic sensitivity? Try to give attention to the general visual impression of the whole street face of the block, referring to individual objects only where they are dominant in your impression.

COMMENTS ON EXISTING VISUAL APPEARANCE:

II. Give your brief comments on how the visual appearance of the street face of the block could be improved. What should be encouraged? What should be preserved? What should be removed? Again, please consider generalities in your recommendations, referring to specific objects of details only when these are dominant in your impression.

COMMENTS ON POTENTIAL IMPROVEMENTS:

III. Evaluate the general appearance of the street face of the block on the four-point scale below. (The positions on the scale are not defined verbally in the hopes of avoiding semantic difficulties as much as possible.)

EVALUATE RATING (check one point on scale):

GOOD

_____ +2
_____ +1

_____ -1
_____ -2

BAD

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ERRATA SHEET

- Page 9: Sentence 5 in paragraph 2 should read: "Establishments providing services directly to the consumer prefer locations near the consumer, some being oriented to him at his place of residence, others being oriented to him at his place of work."
- Page 23: Sentence 7 in paragraph 2: Change "Table A-2" to read "Plate A-2."
- Page 34: Sentence 2 in paragraph 1 should read: "As existing facilities become obsolete and these activities need more floor area for their operations, many will seek new locations in sections farther from the core where land is less expensive."
- Page 59: Label "Plate 7."
- Page 60: Sentence 3 in paragraph 3: The figure for frame floor area in 1980 should read "1,710,000," not "1,760,000."
- Page 65: Label "Plate 8."
- Page 81: Sentence 5 in paragraph 2 should read: "This will involve the acquisition of five new stretches of right-of-way: (1) the extension of Franklin Street to Dick Street, (2) the connection between Bow Street and Maiden Lane, (3) extension of Maiden Lane to Caswell Street, (4) the straightening and extension of Ray Avenue through the railroad right-of-way to Russell Street, and (5) the extension of Dick Street through to Bow Street."
- Page 85: Add at end of section:
- "Other private responsibilities would include general building maintenance and improvement, the provision of canopies and other comforts and conveniences for the pedestrian in the core, private landscaping and other contributions to the appearance of downtown. Private support of public projects for the improvement of the CBD will be necessary.
- "It must be emphasized again that success depends upon cooperative action. The challenge is there."
- Page 103: Label "Plate A-2."
- Page 115: "Plate 4" should read "Plate A-4."
- Page 118: Table A-8: 1980 frame floor area should read 1,710,000, not 1,760,000.

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